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# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Colleges and Universities

**Second Session, 31st Parliament**

Tuesday, May 23, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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## LEGISLATURE OF ONTARIO

TUESDAY, MAY 23, 1978

The committee met at 3:15 p.m.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

**Hon. Mr. Parrott:** I haven't had a statement in the two previous years because I wanted to give the critics as much time as possible. I still want to give them as much time as possible, so I have kept my statement reasonably brief. I'll read it for you.

The budget I am presenting for your consideration amounts to \$1.37 billion, much of it in transfer payments to the post-secondary educational institutions. Administration, finance, information services and other main office functions absorb \$5.9 million, which represents less than one half of one per cent of the total budget. Ministry salary and administration budgets generally have risen far less than the rate of inflation.

Ontario's apprenticeship program is growing steadily but it still cannot meet our needs. In 1972, there were 18,000 active apprentices in the program. There are now about 30,000. Apprenticeship is certainly thriving in the construction industry, in the field of motor vehicle repair and to a lesser extent in the service trades, but it is weak in the manufacturing sector. Special efforts are being made to catch up in this and other segments of the labour market. As many of you are probably aware, in June I will be announcing some innovations in the area of skill training.

Rather than answer members' questions on this subject by referring to an impending announcement, I am willing, if the members so wish, to ask the chairman to set aside a portion of our available time so that we can discuss the question of apprenticeship at a time when the new initiatives are known. I am reminded that this is the 50th anniversary of regulated apprenticeship in Ontario. We have come a long way, but we have a long way still to go. Immigration of skilled labour to Canada is decreasing rapidly. No longer can we hope to skim the skills from the labour markets of western Europe. My fear is that the shortage of skilled workers may hamper Ontario's economic recovery.

That's one reason why we have been putting so much emphasis lately on apprenticeship as a worthwhile alternative to college and university training.

On the subject of the universities, by far the largest category in the budget, I would like you to know I have accepted the recommendation of the Ontario Council on University Affairs to lift the three-year freeze on funding of graduate programs. In the fall of this year, the ministry will introduce a system of five-year planning that will reduce redundancy and foster program improvements. Also in the fall, students will benefit from an expanded, more flexible Ontario assistance program of provincial grants, bursaries and loans, backed by provincial and federal governments.

The budget for Ontario's share of OSAP, including loan interest but not principal, is \$77.7 million. The new OSAP no longer obliges students to take on loan debt before applying for grant. Certain students who would have qualified for grant assistance under the old rules will be excluded this year because of the new eight semester time limits that apply to the grant portion of OSAP. Students who don't qualify for grant under the new program can apply to participate in a loan remission scheme which will be in effect this year and next. Under the scheme, the province will pay off a portion of a student's Canada student loan debt over \$1,000.

Ontario has allocated \$15 million to this scheme. I would certainly welcome your suggestions about ways in which these funds could be used to enrich other aspects of student assistance when the remission scheme ends in two years' time. This year, a total of \$745 million has been allocated for the operation of Ontario's 15 universities, Ryerson Polytechnical Institute and the Ontario College of Art. This represents an increase of 5.8 per cent.

The operating funds for the university system are nearly 62 per cent of the ministry's total budget. For the first time, capital projects will be funded by a direct grant rather than by debenture funding through the Ontario Universities Capital Aid Corporation. The 1978-79 capital budget is



\$13.455 million for the universities and \$13.145 million for the colleges.

Over \$271 million is to be provided for the operation of the province's system of 22 community colleges. This figure is up about 5.5 per cent from last year. At least \$80 million, and possibly as much as \$94 million, will be made available by the federal government for apprenticeship and adult education. As many of you know, the in-school portion of the apprenticeship training is usually provided by the colleges.

In the colleges there are also nearly 17,000 adults taking manpower training courses and a further 2,000 studying part-time. There are currently about 3,400 apprentices taking the in-school portion of their program at a college. A further 3,600 students are studying in the colleges under the auspices of the Training In Business and Industry Program. Full-time post-secondary enrolment in the colleges is about 61,000. Part-time enrolment is about 60,000. The part-time figures I have used represent course registrations, not head counts.

The funds allocated for colleges and adult education support also cover the registration and inspection of private vocational schools and the operation of regional schools training registered nursing assistants. Although college enrolment continues to grow at a moderate pace, there is a slight decline in university enrolment. The ministry's distribution of funds ensures equitable treatment of universities which are in the process of adjusting to smaller enrolment. Full-time university undergraduate enrolment for 1977-78 is about 144,000, and part-time undergraduate enrolment is slightly in excess of 60,000 students. Full-time graduate enrolment is nearly 15,000 and a further 11,600 students are enrolled in part-time graduate studies.

The Ontario Career Action Program, now in its third successful year, will be funded up to \$9.3 million and will provide more than 5,000 training positions in industry and government for Ontario's unemployed youth. Later in the year we will decide if a further expansion of the program is warranted. OCAP's track record is good. About 75 per cent of the trainees find jobs. OCAP is good for employers, too. Of the trainees who find jobs, 80 per cent find them with the companies with which they were trained. OCAP enables employers, at little risk to themselves, to hire inexperienced youth and train them, not according to textbook theory but according to hard-nosed business practice.

I would like to mention one more area of my ministry's operation, and that's the crit-

ical interface between high school and college or university. In 1975 the Ministries of Education and Colleges and Universities began a joint review in order to improve co-ordination between secondary and post-secondary education. The review was completed last year and a working paper has now been prepared, outlining policy proposals relating to co-ordination between secondary and post-secondary levels on matters concerning curriculum, standards and methods of evaluation, variability in marking and testing, and the relationship between the secondary school on a graduation year and university admission policies.

The working paper suggests the establishment of subject councils for arts, business and technology, English, French as a primary language, mathematics, modern and classical languages, and social sciences. The councils would review curricula in the final years of secondary school and the early years of university and college. We believe linkages such as the proposed subject councils, which link people in the front-line delivery of education rather than bureaucrats, are the best ways of ensuring better co-ordination between the secondary and post-secondary systems.

The paper suggests introducing standard grade 13 achievement testing in mathematics and English or French, depending on a student's first language. The main purpose of the test would be to give universities more guidance in admitting students to limited enrolment programs and to help students and educators select appropriate courses in first-year university and college programs. Funds would be provided to colleges and universities for development of placement and diagnostic testing. Marking grades would be standardized for courses in secondary schools, colleges and universities.

[3:30]

By mid-June we will have received responses to the working paper from university, college and secondary school sectors. We will then work closely with the Ministry of Education to formulate specific plans which will enable us to strengthen co-ordination and communication among these institutions. This, in turn, will better enable the two ministries to carry out their separate mandates.

Before launching into a vote by vote discussion of my ministry's estimates, I thought this brief overview of the past and present activity would help establish a suitable context for some of the proposed expenditures

we're examining. As I suggested before, let's reserve a couple of hours for the apprenticeship program. Thank you very much, Mr. Chairman, and I look forward to the discussion of our estimates.

**Mr. Sweeney:** Thank you for the opening statement, Mr. Minister. There were two points in particular that caught my attention and which I was very pleased to hear. First, if I understood you correctly, you're going to lift the graduate school freeze, effective this coming school year. The second one is the improved liaison with the secondary schools with respect to the students who move from the one level to the other. As you're well aware, this represents about 80 per cent or more of all the students in the post-secondary system, so it is a very important bridge that must certainly be improved. I think the minister is also aware of the fact that I am in the process of looking at that liaison between the two, and I'm pleased to hear that you're moving in that direction.

I want to deal with three concerns in my opening statement. I'm going to indicate that, in my judgement, the university and college system is being underfunded, and there are some rather dramatic consequences already beginning to emerge because of that. Secondly, I want to look at the enrolment decline and comment on some of the causes behind it and some of the effects of it. Thirdly, my concerns with the deficiencies—to use a very mild word—of the whole manpower training program.

I'd like to begin by suggesting that all three of these concerns are an indication of a lack—and I realize immediately you're going to recognize a theme I have repeated every year since 1975—of long-range planning for the system, of really understanding where the system is going. I am concerned the system is operating on short-term goals, using Band-Aids rather than having a sense of what you're trying to accomplish.

The minister has said, in previous years when I've asked him exactly what the goals of the system are, to paraphrase you, that you are attempting to maintain the system, to keep it doing what you believe it is doing effectively at the present time. I would point out, even if you were—and I underline that “if”—maintaining the system, that would not be enough.

The reason I say that is your ministry above all must be a futurist ministry. Your ministry must be the cutting edge of where we're going. Because the whole era, the whole concept of adult education, of adult

training, and the combination of those two, surely is going to indicate what kind of an economic and social future we're going to have, not only in this province but in the whole country.

What I'm trying to say is the three concerns I've expressed show a withdrawing, a contracting and as a matter of fact I will speak shortly on the whole problem of underfunding. I use the word “underfunding” although I know you don't agree with it, but I'll use it anyway. We look at that as a form of contracting. Instead, with the kinds of economic and social problems we have now, your ministry should be doing the exact opposite. It should be stepping forward. It should be in some ways expanding, and I don't mean expanding in the sense of having more and more bodies, or just more and more programs for the sake of having them. It should have a forward thrust.

I don't sense that. I sense a mood of pessimism and a mood of concern. When I say that, I'm talking about the administrative staffs of the institutions, the faculties, the student bodies, the business community and to a very large extent the public at large. They don't have that optimistic, forward-looking feeling. They've got a sense that everything's closing in around them and they are really questioning it. This is the serious part. They're really questioning the value of the system, what it's doing, what it is accomplishing and where it is supposed to be going. I think that's too bad, because if there's anything we need, it is to be getting ready now for the future.

In one sense, we have in this jurisdiction some of the same problems that other jurisdictions have. Let's take Japan, for example. Internally, they're having some very difficult economic problems. When we look at their export market that's hard to believe, but all the reports I've read recently about the internal, domestic economic status in Japan shows they're having a lot of problems. They're having bankruptcies all over the place. They're having to retool their system. They're having to realign what they think they should be doing and where they should be going.

While they're doing that, they're doing the opposite to us. They are moving in their adult education and, in the last couple of years of their secondary system, they're moving ahead strongly. They are aiming for a 50 per cent participation rate in that 18 to 24-year-old age group that we usually refer to as our participation rate. In other words,



the mood they're trying to generate is one of optimism. We don't get that sense, and that's what we really need.

When I was thinking about that point, I was remembering the OECD report released in 1976. I suspect you and your colleagues probably had a copy of it in 1975. When I go back and look at that, I realize how prophetic it was. I want to quote just a couple of sections of that to show what I mean when I said it was prophetic, because you could see that what they said would happen is beginning to happen.

Under the goals of educational policy they point out: "Judging from the examiner's experience in Ontario, the lack of educational policies for the future is striking. The general tone of policy-making appears to be adaptations to short-term pressures"—that's what we're doing now—"doing a little more of what has already been done whether it was right or not and, above all, pressing for economies and reductions of expenditures." How prophetic.

There was one other sentence, among many, that caught me. Here it is: "The lack of future perspective is also reflected in the absence of clear, detailed statements of goals in the system." Then let's go to this particular one: "If those responsible for educational policy are not promptly able to base the development of school and education on a firm goal-oriented footing, then they risk being pushed to the side in the general political competition for resources." We're facing that right now.

I was recently reading a copy of the Glendon College newspaper. There's a comment in there by Principal McQueen. It didn't quite catch me until I went back again and looked at the OECD report once more. The OECD report had this one sentence: "It is a fairly general experience that policies firmly controlled by established power groups rarely need to be based on long-term planning oriented towards alternative future scenarios."

Listen to what Principal McQueen had to say in March, 1978. He was referring to the effect of the cutbacks on a place like Glendon. "It is rather the result of the success with which powerful men, possessed of private attitudes about Ontario's universities that are of quite hair-curling ignorance, philistinism and shortsightedness, have managed to lay many of these attitudes on government and voters." Is that what's pervading us? Is that really what's behind it all? I have some real concerns.

Let me go on to underfunding. I repeat: I'm talking of underfunding, in my judgement, and the effects it's having on the system. Let's look at it historically—and I'm only going to go back four years, by the way, to the time the Ontario Council on University Affairs was set up as an advisory body to you. On November 18, 1974, you, the minister at that time, said to OCUA: "You have three goals that I want you to try to meet when you're advising me, the minister." I know you are not bound to accept every recommendation by OCUA. I know it is an advisory body. I'm not trying to colour that one at all. But you said to them: "Here are the goals of government. Here's what we hope to achieve. You, as my advisory body, after talking to the presidents, the faculty associations, the student associations and whatever contact you make with the public at large, come back and make recommendations to me."

Of your three goals, the second one was to maintain or improve the existing level of service. OCUA, for the school year 1975-76, made a recommendation to you in advisory memo 74-4, and you underfunded that recommendation. This is the unusual thing: This was the very first year, to the best of my knowledge, that OCUA came before you and made its recommendations and you underfunded it by \$16 million in its very first year.

OCUA, quite understandably, was somewhat concerned about this. They thought maybe they had made a mistake. They said: "Maybe we hadn't understood the minister's comment. Maybe we didn't take the right factors into consideration. Maybe our criteria were wrong." I can understand that. Here was a brand-new body, just set up, and in its very first year the minister, the ministry, the Treasurer or the Premier—I don't know who made the decision—underfunded it.

They took the time to document their case, in advisory memo 75-6, to go through it all again. They came to the conclusion that they were right. Not only had you underfunded the system by \$16 million, but also the figure they had given you should have been \$2 million higher. In fact, you had underfunded it by \$18 million, according to the figure they should have had. I think that's a pretty dramatic statement.

What happened the next year? It was pretty clear to OCUA that either you were not serious when you used the term "to maintain or improve the existing level of service," or it just wasn't possible to accomplish it. Quite realistically, in their sec-



and go-around at you—and to use their own expression, if I may quote it, “the second objective, the more restrictive wording ‘to maintain’ rather than just ‘to maintain or improve’”—they finally had to come around to saying: “There’s not much point in us accepting that as an objective because obviously the minister either can’t or won’t meet the government’s objective.”

For the next three years—1976-77, 1977-78 and now again in 1978-79—they simply used the words “to maintain.” To your credit, Mr. Minister, as near as I can figure it out, with an increase of approximately 14 per cent in the 1976 year and about 10.7 per cent in the 1977 year, you did make an effort to maintain the system. So one out of three going down didn’t seem to be too bad.

[3:45]

Then we hit this year. Once again I guess OCUA and all of the people reporting to it, making recommendations to it, figured maybe they’d found the formula and they recommended their figures again for this year. Let’s take a look at those figures:

For this school year, 1978-79, their recommended need—remember, just to maintain the system—was \$73.6 million. I understand that’s an increase of somewhere in the neighbourhood of about 6.9 per cent overall—something like that anyway. By the way, that is considered to be conservative, small c — maybe it’s big C too—by all of the groups reporting to it, COU, OCUFA, the students. All the briefs I had recommended something in excess of nine per cent. I’m not carrying a flag for those other briefs—that’s not the point. The only point I’m trying to make, and I think you’re aware of it, is that even OCUA’s recommendation to you was deemed to be a conservative one—not an exaggerated one at all. And before handing that figure into you, they reduced it for efficiency. They said, as you have so often said: “This system has begun to stabilize. We should be able to do more with less.” They built in an efficiency factor of one per cent. That reduced it by \$9.7 million.

Once again this is a very conservative figure because all these other briefs suggested that you should put in an efficiency factor—a productivity factor, if you will—but the highest one I was able to see was 0.2 per cent. So OCUA’s efficiency factor was five times higher than the recommendation. That’s pretty conservative on the other end of the stick.

So what did they end up with, after fiddling the figures back and forth? They

asked for \$67.1 million and you gave them \$41 million—underfunding them by \$26.1 million. That underfunding is roughly about one third to 40 per cent of what they asked for—simply to maintain the system.

The public understands they’re getting 5.8 per cent new money. That’s what the universities are getting. In terms of your budget, the money that you’re handing over to them, that 5.8 per cent is correct. But we take two factors immediately into consideration: In terms of the institutions, the first thing they have to do is reduce that percentage by the tuition fee increase that they won’t get. The 5.8 per cent, as far as the university is concerned, becomes initially 5.1.

Then they get another smackeroo: By their best judgement, the actual reduction in enrolment in September 1977 and expected September 1978 will mean a further decline in tuition fees. Instead of 5.8 or 5.1 per cent, they’re going to get an increase of 4.2 per cent.

Again, all the calculations are here. I don’t think I have to support them for you—you know where I’m getting my figures from. So instead of getting \$41 million, the expected amount is \$36.9 million and the shortfall is going to be about \$29.2 million—very considerable.

That’s bad enough, but we then see that the indications, whether directly or indirectly, coming from the government are that the institutions can expect between now and 1981—and I suspect from what the Treasurer said it’s probably going to be 1982, while he balanced his budget—to get increases somewhere in the neighbourhood of 4.5 to five per cent each year.

The predictions according to COU—that’s the university presidents, who I would suggest should be in a pretty good position to make some judgements as to what their needs are and where the system is going—is that they’re going to need at least nine per cent just to maintain the system—not growth—simply to maintain. it.

I guess what I am suggesting is if, in fact, the underfunding that has taken place in the last number of years and which has already begun to have its effects is going to continue for another three to four years, I wouldn’t want to be in your shoes, quite frankly. I really wouldn’t. I think you are going to be known as the minister who let the system deteriorate, decline, become crippled, whatever it is. I am going to suggest towards the end of my opening statement that if you are the kind of minister I think you are, you will be having to talk with the Premier and the Treasurer of this province and suggesting

to them that is not the way you understand your role. I don't think you are that kind of a minister.

Okay. My first question to you, Mr. Minister, and I don't expect an answer right now, is since the government's goal is no longer, obviously, to maintain and improve the system—we lost that goal back in 1974-75—and since it is obviously no longer even to maintain the system—we lost that for this coming year—what is the new goal? What is the new level of expectation? What are we hoping to accomplish? Is it a premeditated retreat? Do you have some sort of goals and aims and figures as to just how far you are going to let it go down? I would like you to let us know about that some time before these estimates are over.

The first implication of this, in my judgement, is that of declining enrolment. I want to make a couple of points on that before I go back to the underfunding of the system. The first thing we note is the decline in enrolment in September 1977 caught everybody off guard. Page 25 of the COU report, page 11 of the OCUA report, and the OISE graphs all clearly indicated an increase. By the way, that increase was not based upon a continuing rate of participation in the 18-24 age group. They actually cut it back a bit because they knew the general economic climate was going to have its effect. They cut it back by almost 50 per cent, by the way. If I remember correctly, the OCUA table for 1977-78 showed an increase of 3.4 per cent. Their prediction was, I think, a 1.6 per cent increase, so they cut it back by almost 50 per cent. No one expected it.

The next thing we notice is, with the exception of Manitoba, Ontario was the only province in Canada that showed a decline. Given Manitoba has a new government, maybe we don't know exactly what that means or what it says. Perhaps the government that was going out affected it; I'm not quite sure who affected that one. I won't take credit for either one of them. Ontario is the only one in the country. So the first question we ask ourselves is, if the general economic downturn were the main cause of declining enrolment why is Ontario the only one to be affected by it? Every other province has an increase.

They are facing exactly the same economic conditions in the Maritimes and out in the West, with the possible exception of Alberta. Everyone else is facing the same economic downturn we are, so that can't be the cause. At least, not by itself. So we start looking at a few other things. Are there things happening here in Ontario? Is your ministry

and your government making certain policy decisions that just may be having a cumulative effect? In dead seriousness, Mr. Minister, I believe in that cumulative effect.

Let's take a look at some of the things that have happened here recently. First of all, in 1977 you put the tuition fees up. Of course, when I use the word "you" I am not talking of just you, the minister. I mean the ministry, the government, the totality when I use that word "you." That made Ontario tuition fees either the highest or almost the highest in the country. I think it is the highest. That is certainly going to have an effect.

In 1978, we see the new student aid program. That program effectively disenfranchises a very large number of students. It has also created a great deal of consternation among the student body. When we come to the last vote, dealing with student aid, I want to discuss that much more fully. All I want to point out to you now is that this is something that was done here as a policy decision. I am suggesting it is having an effect.

There is the whole question of underfunding, particularly in the last three or four years, but going right back in a sense to 1970. We'll take a look at a couple of figures on that later on too. Then there are sometimes your own statements downplaying the whole value of higher education, at least of university education. I am suggesting that all of these kinds of things have had and are having a cumulative effect and are causing students who might otherwise think of going on for higher education not to go on.

Let's correct one small myth at this point. I haven't heard you say it, but I have heard a number of other people say: "Oh, but instead of going to university they are going to the community colleges. We've got a swing." That's not completely right. What we are seeing is that the community colleges are getting just about their traditional share of an increasing 18 to 24 age group. That age group is still increasing. If we look back for the last few years, the kind of normal growth that is taking place has been taking place for the community colleges. There's very little difference this year in the share of the 18 to 24 age group that they have traditionally got.

In other words, it isn't a swing from the universities into the colleges. It's just a non-participation by some very important groups. For this past year there are two different figures, which are not really that different. One table says that the decline was 2.4 per cent and the other one says it was 2.8 per



cent. The truth probably lies somewhere in between the two. The one that alarms me is that the decline in first-year enrolment is 5.9 per cent or about 60 per cent of that total decline.

The decline in year five secondary school registrants went from 64.2 per cent the previous year to 60.5 per cent, a four per cent decline there. The decline in Ontario Scholars, the so-called cream of the crop, was from 84.1 per cent to 82.1 per cent. It just isn't that total of either 2.4 or 2.8 or whatever it is. It's that first year 5.9 per cent decline, those year five registrants and those Ontario Scholar registrants. That's where we are beginning to see that something is seriously wrong. We've got to take a good look at it.

I am concerned when I hear that the only justification is the economic downturn. I just don't buy that. I don't see that that's the thing that is happening. There are too many other things taking place. Ontario is standing out like a sore thumb.

By the way, one of the references I want to come to now is to note that on February 1, 1978, the Premier of this province made this statement: "There is no significant change in policy towards post-secondary education or in the high priority accorded to it." On March 16, 1978, you referred to the demands of the minority who don't know or care about the economic facts of life. Both of you are suggesting there that there is nothing wrong and that things are okay, particularly the Premier's statement.

[4:00]

Let's just take a look at the so-called priorities in the province of Ontario. In 1967 the per-pupil funding of provincial grants to Ontario post-secondary students was first in the country. In 1971 we had slipped to third. The most recent figures available show us at eighth. I don't have the figures yet, but I suspect after we take a look at the funding for this year we may even be 10th. In other words, in just over 10 years, I suspect, we have gone from first to last. If that isn't a change in priorities, I don't know what it is.

By the way, regarding that eighth position, the most recent statistics available show that we are undersupporting our students here in Ontario on a per-student basis by somewhere between \$800 and \$900, compared with the national average. I will admit I am referring to the most recent statistics available. If the minister has something more recent than that, we would be glad to hear about it.

I mentioned before the importance of predictability. If I may just refresh your memory—and I appreciate that is all I am doing; there is nothing new in these quotes—in the OCUA advisory memo 76-3 for supporting the system in 1977-78, I find a statement on page 24.

If the minister were to go back and check my comments for the last two to three years, he will understand why it caught my attention, because I have echoed the same sentiment.

It is a plea—they even use the word "plea": "Council's 1976 spring hearings yielded abundant pleas for greater predictability in university funding. Indeed, many voices within the university system are exhorting council and the government to consider means whereby institutional funding might become better known in advance for periods of two, three or more years."

I think you will recognize that in the last two to three years I have made that plea too. I have pointed out to you, Mr. Minister, that I don't understand how an institution, whether we are talking particularly about a university or about a community college, can plan on the kind of unpredictable and uncertain funding that they are now getting year by year. How can they plan for staffing, for programming, for equipment purchases, for facility needs? Yet that is what they are trying to do. It is no wonder they make a plea for predictability.

Mr. Minister, can I draw your attention to page nine of the OCUA bulletin for this year? The title of the table I am looking at is "Trends in Constant Dollars plus Fees for Full-time Student Equivalent." If you look at column eight, it shows that in constant dollars—in other words, taking inflation into effect—there was a steady decrease from 1970 to 1975; it went down every single year. Then there was a reversal—and we have already talked about that. In 1976 and 1977 it went up. Lo and behold, in 1978 it went down again. That is what we mean by lack of predictability. The people out there whom you represent, Mr. Minister, don't know what to expect from you. They don't know whether you are going up or whether you are going down.

When the students were here—was it last March 16?—you gave a BIU table showing that in fact everything was hunky-dory. But do you notice that even on your table for 1975 and 1978, using your figures, there was a downturn for those two years?

In other words, according to you, things had been going along fine and then they turn-



ed down; they went along fine for a couple of years and they turned down again.

How in the name of heaven can they possibly have any certainty or predictability or do any long-range planning with that kind of procedure? It can't be done. It's no wonder that in 1976 they made a plea for greater predictability—a plea.

Let's take a look at a couple of other statistics. I'm referring here again to the Premier's statement on February 1, 1978, that there has been no change in policy and that the high priority has not changed. Let's take a look at the share of the provincial budget allocated to post-secondary education. It was down every single year except for that swing back in 1976 when you put 14 per cent into it. If we start at 1972 and go through to 1978, the figures look like this: 11.3, 10.8, 10.1, 9.7, and we have an upturn in 1976, when it's 9.8, but then we swing around again, to 9.4 and 9.1. It's a steady decline in the post-secondary education share of the provincial budget.

Let's look at the share of the gross provincial product the Treasurer is so fond of quoting from time to time. I've got two different sets of figures here, but they show the same thing. The first one is from Statistics Canada. It shows that in 1972 the share of the provincial product was 9.6; in 1973, 9.1; in 1974, 8.3; and in 1975, 8.1—a steady decline. Looking at another set of figures, it shows the same thing. For the last three years, 1975, 1976 and 1977, there is a reduction in the percentage of the gross provincial product allocated to post-secondary education.

When university and college presidents, faculty associations, student groups, the business community, and the public see that decline year after year, how can they believe the Premier when he says, "There is no change in our policy"? Maybe there isn't any change in the policy. Maybe that's the problem. Maybe we're labouring under a misunderstanding of what the Premier's policy is towards post-secondary education in this province. That thought just occurred to me. But as far as the high priority accorded to it, that's obvious. It's just declining every year. It's been bad enough over the last seven years, worse over the last four years, with the exception of that one-year upturn. What have we got to look forward to? The post-secondary community looks at what you've been doing to them for the last number of years and say, "My God! Help!" Then they look forward to the next four years to what they're being told is likely to happen and they start strangling.

One of the things we're facing with this whole procedure is a vicious circle. What's happening obviously is a decline in quality. There's no question about it. There has to be a decline in quality. It comes to the point that the funding applied to it begins to be questioned. Is it worth putting money into it?

I don't know whether you're aware of this or not, but the business community is very clearly questioning whether or not it's worth investing money in it. Do you know that donations to universities in 1971 were 37 per cent—37 cents on the dollar, however you want to put it—of the business donations? In 1976 it went down to 26 per cent, and my understanding in talking to a couple of business leaders is it's continuing to decline. They're simply saying: "We don't have too much confidence in the system. We don't think it's necessarily a good investment. We're putting our money in some other places." The reference I have, by the way, is the Institute of Donations and Public Affairs Research, March 31, 1978.

Why shouldn't they? Because we do have this vicious cycle that goes around. As you put less money into it, the quality starts to go down. The very best people start pulling out and then we get poorer results. Those poorer results become public knowledge and the funding goes down again. It's a spiral, but instead of going up, growing optimistically, it's going down pessimistically.

I suggested earlier that we are already beginning to see the effects and these effects will grow. I would like to list several of them for you and invite your reaction. The first one is the effect on faculty. We are reaching the point of having a static faculty, first of all. There is little or no new blood coming into the system and that has an effect. The second point, and it's already beginning to be evident, is that the very best faculty will start going elsewhere—much like the doctors have done. They just look at greener fields, and is it any wonder when you look at what's happening to their salaries and benefits and the prestige with which they are held in the community?

The next effect is the program cuts, and the ones that concern me the most are the program cuts for the most needy. I want to make a very strong plea for the transitional year program at the University of Toronto. I think you, Mr. Minister, are aware of the fact through the media that both critics are very concerned about the possibility of cutting this program and the effects it will have. I believe it was your suggestion, or maybe it

was OCUA that said that program should be switched to the secondary schols. It shows a gross misunderstanding—

**Hon. Mr. Parrott:** Mr. Chairman, on a point of order: I want the record to show very clearly that that proposal was from council to me and that no reaction on that proposal has been made. I think it's important that the record show that. I will probably have a few remarks on that later, but I think in this instance, because of the editorial comment today, that all of a sudden it's become my proposal.

I am a little concerned that the press should misunderstand that a proposal that was clearly and positively made to the ministry—and a decision will be made subsequently; in a matter of days, not even weeks—changes from a proposal from council to one that Harry Parrott proposes. I hope not only Mr. Sweeney but also the press might pick up that comment.

**Mr. Sweeney:** I think the record will show, Mr. Minister, that I did correct myself. I attributed it to OCUA and not to you.

**Hon. Mr. Parrott:** I just had to have the record quite clear on that.

**Mr. Sweeney:** Very good. That is why I am in the position today of making a plea to you. Obviously the decision has not yet been made and I want to encourage you in the strongest possible way not to allow that program to lapse. In my judgement it cannot be handled by the secondary schools. The whole purpose of the program, as you well know, is to reintroduce into the post-secondary system adults, usually in their late 20s or early 30s, who for any number of personal reasons were not able to complete their secondary education or in a few cases did complete it—but mostly did not. What they need to be reintroduced or introduced to is the post-secondary system, not the secondary school system.

We know from the work you have already done in the community colleges that when you want to bring people back for academic upgrading before they can get further skills, trade skills or other kinds of job-oriented skills, you don't send them to the secondary schools; you send them to your community colleges. Your people already know that you are facing failure if you try to introduce adults back into an adolescent community. They simply won't go. Those few brave souls who will attempt to go are going to have a very difficult social time of it. It just won't work.

That's an important program, Mr. Minister, but it's an example of the kinds of programs

that either have already been cut or will be cut.

[4:15]

Let's take another one; Atkinson College. That is surely one of the best examples of reintroducing adults into post-secondary education. They are predicting that they are going to have to cut 30 courses for the coming year. These are the kinds of people who are feeling it—the people who need it most.

The very large layoffs of part-time faculty at York University and at Ryerson, for example, are going to cut out the kinds of people who were working with students who needed a lot of extra help. I have had considerable discussions with some of those people when they explained to me the sorts of things that they were doing that will not be continued because they are going. That is where the greatest need was. That is where the program cuts are going to be felt.

We are going to have less faculty, less individual help, larger classes and reduced research time. There is a feeling beginning that research at the university level is not important, and I would completely disagree with that. It is fundamentally important. It is one of the three cornerstones of the purpose of the university—teaching, research, and community service. If we start cutting one of those—as a matter of fact I am suggesting we will be cutting all three of those. If you have fewer faculty, then teaching is going to suffer because they are going to have larger classes. They are going to have less time for research. They are going to have less time for community service.

Declining enrolment is in effect. We have already discussed it, at least my judgement of it anyway. Admission standards are now going to be reduced as institutions scramble just for people to fill up. The University of Toronto has made the first move. The difficulty here of course, is that the University of Toronto already had a very high admission standard. But as they make their move, others are going to have to follow.

What is going to happen to places like Brock and Trent? They haven't got as wide program offerings and we are already beginning to see predicted for 1978—the beginning of the school year—rather drastic declines in them. So when we look at the reduction of admission standards for a place like the University of Toronto we cannot look at it individually. We have to look at it globally, because it is going to have a ripple effect right across the whole system.

We are also beginning to see growing university deficits. This is understandable as the presidents and the administrations look for



every possible way to try to avoid the effects of these cutbacks. They are trying to ameliorate the number of staff that they have to cut and the number of programs that they have to cut. In the process of doing that, they are building up their deficits. That is just a short-term solution, because somewhere down the line the provincial government has well discovered those deficits have to be paid off.

The danger is that when the crisis is reached and the panic button is pushed, we see the kind of indiscriminate slashing that takes place just to cut back the deficit, just to come back to a balanced budget. We are beginning to see samples of that at York also as they determine that they want to balance their budget in one year—something like a \$4 million deficit they want to balance in one year. We are beginning to see the effects of this indiscriminate slashing. That is going to happen at all the institutions. As a matter of fact, my understanding was that in the last couple of years there was only one university in the province that didn't have a fairly large deficit and that was Laurier. That may have changed this year, but that was my understanding.

What are some of the other effects? I mentioned the declining value and credibility of Ontario university degrees. Mr. Minister, are you aware of the fact that already university professors are telling their best students to go elsewhere for their graduate education? The unpredictability, the uncertainty of what is going to happen in Ontario is just too great. We are going to lose those people and I suspect many of them won't come back.

We are already noticing that library collections, upon which all new knowledge and all research is based, and that equipment collections are beginning to deteriorate. The library collections aren't keeping up with what they should be. Equipment is getting farther and farther behind as far as obsolescence is concerned. We notice in several universities—Glendon and York are two I have specific reference to—counselling services are declining.

To sum up, Mr. Minister, what we have in the university community is a very unproductive use of nervous energy. Everybody's looking over their shoulders—the staff, the faculty, the administration, the students—and they're spending so much time and so much energy wondering what's going to happen next; wondering, for example, will they have a job? Wondering whether they're going to be able to meet that payroll, wondering whether or not those courses are going to be offered next year, or whether that par-

ticular professor will be here next year. What an awful waste of time and energy.

What I'm trying to suggest to you is that this whole process is just too well documented not to have a very high level of credibility, and we're already beginning to see the effects. I know I'm repeating myself here, but looking ahead at the next three or four years it's going to get worse. I don't think we can let it happen.

Either consciously or unconsciously your government has embarked upon a process of crippling the system. The cutbacks, as far as staff, students, programs, library, business credibility are concerned, would take years to recover. It's not going to happen overnight. You can't take something that has taken decades to build up, allow it to deteriorate, and then decide next year we're just going to turn the whole thing around again. It doesn't happen that way. You can't bring back that topflight staff. You can't get those programs going again. You can't build up that library inventory. You can't do that in one year. It's going to take time, and the longer you let it happen the longer it's going to take to recover, if ever.

I would suggest that of the alternatives available to you, you really have only one. If we continue to fund at an annual growth rate of around four and a half to five per cent, the predictions from all of the institutions are they're going to have to lay off 2,000 faculty by 1981 or 1982. The further prediction is that there will be a corresponding number of support staff laid off, so we're talking of roughly 4,000 people. That's if nothing else happens. The other scenario is, in order to get the necessary money, we're going to have to increase tuition fees at the rate of 20 per cent a year. That means tuition fees are going to double over the same five-year period.

As I understand it, we're already the highest in Canada. We know the effects that tuition fee increases have upon accessibility and the equality of accessibility. That doesn't seem reasonable.

The only third alternative is that your government has got to put more money into this system; has got to at least maintain the system if not improve it, and you can't do that on four and a half to five per cent. I don't know what the magic figure is, I really don't. But you've got to start listening to OCUA, your own advisory council, to the council of presidents, to the council of faculty associations, to the various councils of students. You've got to listen to them as well as listening to the Treasurer of this province.

You're going to have to have a talk with



the Premier, you're going to have to have a talk with the Treasurer, and say to them pretty bluntly, that you, as the minister responsible for adult education, recognizing the needs for the future, didn't accept that job to see it decline year after year after year. You didn't accept that job to see it end up as a cripple. I don't think you did. And maybe, just maybe, the time is very close when you will have to lay your job on the line. When you will have to say to the powers that be in this province: "I can't go on like this. I can't go on being responsible for those kinds of consequences." I think you've got to do that.

I want to speak very briefly to the whole question of manpower training. We'll spend more time on it later, but it's such a critically important issue. It's the third one I said I would speak to, and I notice, Mr. Minister, that you devoted a good half of your own statement to the whole question of manpower training.

I want to start by quoting something to you which perhaps you will recognize. The date of this quote from Hansard is April 20, 1976. It has to do with manpower training. "This review indicated that several significant and recurring areas of concern have been identified over the years in the industrial training field." I want you to listen to this litany. You referred to: "Reports issued first by the select committee on manpower training in 1963"—15 years ago—"the General Advisory Committee on Industrial Training in 1968"—10 years ago—"the Economic Council of Canada in 1971"—seven years ago—"the Commission on Post-Secondary Education in 1972"—six years ago—"and the task force on industrial training in 1973"—five years ago. Those were five major reports on the problems and the things that need to be done in Ontario to fix the whole question of manpower training, going back 15 years. That's one statement.

Another one that I got from a colleague of mine starts off by saying: "I became aware of this problem over a year ago." As you are probably well aware, the first statement is yours in the Legislature and the second statement is yours. Even two years ago you were aware of the fact that there was great difficulty and great problems in manpower training in this province dating back to 1963. When you took on the job in 1974, four years ago, surely one of the very first things that must have been presented to you was the industrial training report published the previous year. I find it somewhat difficult for you to be able to say in April 1976 you were aware of all these things and in April 1978 you just found out about a year ago.

I would suggest right off the bat that that surely is part of the problem. Once again, the whole question of long-range planning is central to this whole difficulty. I would have to question that things are going as well as you say they are. In your response to my colleague, Mr. Peterson, when he raised a number of issues in the budget address, you indicated that all of these things are being looked after and that all of these things are being done. There's very few of your answers which suggested that anything else needs to be done, and I needn't tell you what you said in your own report.

If that is the case, if everything is just so great, how come we have all these problems in 1978? I'll just pick a few at random. On March 16, 1978, the head of the Machinists Union, a 50,000-member union, raps the lack of skilled labour. He goes on to point out that lack of government planning has caused the situation. It goes on and on.

In April 1978, car design changes make tool makers a problem for firms. We tried to update the automotive pact and we can't do it because we don't have the people. On April 11, 1978, aerospace sector faces skilled labour shortage. In January 1978, Ontario is short of skilled tradesmen—and on and on. I've got a whole pile of them here. You know them as well as I do. They all say the same thing.

We've got a bit of a discrepancy here between what you said in 1976, what's been happening in this province with respect to an awareness of the problem since 1963 and what is really the situation right in the province at the present time.

I am surprised that you didn't know about this problem. I suggest to you that you must have known by 1974. As a matter of fact, I suspect you knew earlier because, if I remember correctly, you were the parliamentary assistant to the minister in 1973. Am I incorrect there? You weren't?

[4:30]

Hon. Mr. Parrott: Later than that.

Mr. Sweeney: Later than that? All right. By 1974 at the latest—I think you will agree with that—you surely should have known what the task force said. Yet here we are in 1978, five years later, only beginning to implement some of those points the task force raised at that particular time. I don't have a copy of it here, but anyway, you know the points I'm making. I know that at a later date, Mr. Minister, you are going to announce a new program. I have a couple of concerns. The first one is I want

to quote Mr. Adams. I don't know whether Mr. Adams is present or not. Is he?

Hon Mr. Parrott: Yes.

Mr. Sweeney: Good. I say this as a compliment to Mr. Adams for having the courage to put it quite this way. I am sure you are familiar with the famous financial report series beginning in February of 1978. Here is the thing that caught my attention. In a December 1977 memo to the minister's staff he said: "In the face of public apathy and employer indifference"—here's the key phrase—"we have tended to sit pat and fine tune our apprenticeship training in the traditional construction and automotive trades." It goes on and on and on.

A number of other things are said. Surely that is part of the problem. Because there was resistance outside I find it somewhat laughable that industry and businessmen now are claiming there is a terrible shortage and are crying about it. I find it laughable, even in the sense some unions are crying, "there is a terrible shortage". Because going back to that famous report that we talked about earlier, I find this reference: "The Canadian Manufacturers Association at the time of the Simonette committee on manpower training in 1962 did not view apprenticeship as appropriate to the manufacturing sector."

Further on it says: "The Canadian Manufacturers Association's brief to the task force indicates that its view of Ontario's apprenticeship program has not changed." We also have other evidence that some of the unions have been somewhat reluctant to take on the number and the quality of apprentices we should have. I am certainly not laying all the blame at your doorstep. Industry and the unions have also been to blame. But the key, and that's why I wanted to quote Mr. Adams' statement, is in the face of that you sort of sat back and didn't do very much. You simply fine tuned the system that was already there. There is another important point in this report. I am looking at the February 25 report. There is a listing of the kinds of things you are going to be doing under this new program, to be announced, I understand, at the end of May or some time at the beginning of June.

I want to go down to the bottom of it and point this out. The Ontario government hopes to start the first programs under such a scheme by September 1. This is the key paragraph: "Government officials stress there are only modest pilot programs and that traditional apprenticeship programs which currently have about 27,000 Ontario workers enrolled will continue to be the main pro-

vincial effort." Obviously, the point I am trying to make, Mr. Minister, is that even with this great new program you are launching, your officials are already saying it is only a modest pilot program and for the rest of the system things will continue as usual.

It's fairly obvious that as usual simply isn't good enough. It simply isn't good enough at all, judging by the shortages we have at the present time.

By the way, all of my references are to industrial tradesmen, not to construction tradesmen. I am as well aware as you are that at the present time we have even an oversupply in the construction trades. I'm not making any reference to that whatsoever. Perhaps that's being one-sided, but let me at least lay my cards on the table. We're talking from the same perspective.

Part of the problem we've had, of course, is that we've relied on immigration to meet our needs. Industry has found it less expensive to import skilled workers. As we indicated earlier with some of those references, your ministry has found it just as convenient to sit back and let it happen.

The report, now almost a year old, that was conducted in the Toronto-Hamilton-Oshawa area—and, I believe, in the Chatham area too; that's kind of interesting in that it's the Treasurer's bailiwick—the report showed very clearly that of skilled industrial tradesmen in the province at the present time, at least in the so-called industrial heartland of the province, between 72 and 73 per cent were foreign-trained.

That, in my judgement, is a pretty critical point. But even more critical is that, for those who are Canadian trained, in the age range 30-35—in other words, those people who are just in their prime, if you will—we have only 2.5 per cent. In other words, we've got no backup. If—not "if"; let's be optimistic—when the economic turnaround comes, we're going to be caught absolutely flat-footed. We've been able to get by as long as we have by hook or by crook, by luck and a few other things. We can't any more.

It's perfectly obvious that we're not going to get the skilled tradesmen from our traditional source. There's no reason for them to come here. They've got jobs which in many cases are more secure than they might have here right now. They're making reasonably good money. We're not going to get them from there. Yet we're not ready. We're not ready in the aerospace industry, we're not ready in the machine tool industry, we're not ready in the automotive industry—all the way down the line.



I have a reference here to my own community, Kitchener-Waterloo, where they talk about the need for qualified pattern makers in the machine business. It's estimated that there are only five apprentice patternmakers in shops within a 200-mile radius of Kitchener-Waterloo, and they need at least 100. We've got problems. We've really got problems.

I think I'll go on at a later time with more of the points I want to make with respect to trades training. I think I've made my point. I wanted to tie it in with the other two points I made. What's happening in terms of underfunding the system, enrolment decline and manpower training is no accident. It's due to the deliberate policy moves of this government and of this ministry. It's due to the very serious lack of long-term planning. It's due to short-term, Band-Aid kinds of applications rather than serious long-term planning.

I would suggest that you, Mr. Minister, and the leader of this government have a lot of answering to do to the people of this province. Your ministry is not in a very healthy situation at all. We'll be referring more specifically to other measures later on.

**Mr. Cooke:** Mr. Chairman, I might start off by saying I'm very pleased to be here. This is my first set of estimates as critic for the Ministry of Colleges and Universities. In fact, this is my first set of estimates as a critic for any ministry. Last year I was Social Development critic, and I think there were 45 minutes left in estimates right after the election; so I never had a chance to get very involved in them. With the delays that have taken place over the last few weeks, I didn't know whether this day would ever arrive. But finally it's arrived and I trust that these estimates will be much less controversial than the last set of estimates and the other matters that were before this committee prior to the Education estimates.

**Mr. Chairman:** I hope so too.

**Mr. Cooke:** Mr. Chairman, you will notice that this committee hadn't been very controversial until you became chairman.

**Ms. Gigantes:** It is all your fault.

**Mr. Chairman:** It is all my fault.

**Mr. Cooke:** My comments will be brief and I might even be able to finish them before 5 o'clock.

The post-secondary education system in Ontario is facing very serious problems which, if not resolved soon, will result in a serious decline in the quality of the system. The decline in participation at universities,

coupled with inadequate funding on the part of the provincial government, will no doubt result in some universities having to close their doors in the next few years unless government policies change.

This year the government decided to increase operating grants to universities by only 5.8 per cent and colleges by 5.4 per cent. These increases will not cover the increased costs and as a result our post-secondary institutions must cut back in various areas in order to cope with inadequate funding. Unfortunately, the increase in grants was not based on need. It was simply based on what the provincial Treasurer would give the system.

As a result, the process of having the council of regents and the Ontario Council on University Affairs study the financial need of the system and then make recommendations to the minister as to what increases in funding are needed, was completely ignored and, to a large extent, destroyed.

The fact is that cutbacks to colleges and universities are just part of this government's policy of a balanced budget by 1981 at any cost. It took many years to develop the \$1.4 or \$1.6 billion deficit this government has accumulated and it seems crazy to me that we should try to balance the books in a three-year period and, in so doing, seriously damage a college and university system that has cost billions of dollars to develop.

I realize the minister says there are no cutbacks and that, in fact, he has increased funding, but when one considers the consumer price index is increasing at over nine per cent, and grants were increased by just over five per cent, the net effect is a cutback in funding. The fact is further demonstrated when one considers that the inflation rate for many of the goods purchased by education institutions, such as books and power, are running at a much higher rate of inflation than the consumer price index.

It is important to note that in OCUA's brief to the minister recommending a 9.7 per cent increase in operating grants, their calculation for need was based solely on maintaining the system so that when the ministry announced a 5.9 or 5.8 per cent increase, or \$26.1 million less than OCUA recommended, the results have to be cutbacks, cutbacks in staff, cutbacks in courses, and cutbacks in quality. There have been cutbacks and it is clear that more will be coming in the fall.

I would like to read briefly a letter, which I am sure we all received, from York University's Atkinson College, which demonstrates what I am saying. I will just read



part of the letter. It is a letter, by the way, to students of the university. It says:

"The need to make such a drastic cut springs from two sources; first, the university experienced a declining enrolment this year, bringing lessened fee income in the current year and reduced claim upon government grants next year. The university is attempting to meet the problem of reduced student enrolment by stepping up its recruitment efforts.

"The second source of difficulty lies in the funding policies of the provincial government. For the past four years government policy has been to provide grants to universities which amount to less than the increase in the costs the university has experienced. Wages and salaries make up much of the largest part of the university's budget and the increase to university operating funds have been consistently less than the increases in the cost of living, very much less than the increase in cost of fuel, electricity, books, paper, which are the other big items in the university's budget.

"For 1978-79 universities will receive grants which will cover only about half the cost of inflation, yet universities have already been through three years of paring back their activities in order to beat inflation. It isn't fat one trims now. So to make the cuts for next year, the university cannot avoid taking some of the steps that will affect the quality of its program.

"At Atkinson College there will be some reduction in the number of our fulltime and parttime faculty and staff, the number of courses we will offer is being decreased by 30."

[4:45]

You will note the letter states that to reduce the effect of declining enrolment, a massive recruitment campaign will be undertaken. This worries me. It worries me because it implies tremendous competition for bodies or students, and the losers here no doubt will be the small universities.

If it meant that the steps were being taken to increase accessibility, thereby increasing participation, I would be pleased. But this is not the case. We'll get to accessibility and participation later in my opening statement.

As the institutions attempt to cope with the shortfall of funding, it is clear that hundreds of parttime positions and several full-time positions will likely be eliminated. Besides the teaching staff, others employed by the institutions will also be losing their jobs. For example, and this received press in the *Globe and Mail*, 28 security guards at the

University of Toronto are to be laid off this month as a cost-cutting measure. I understand that at Fanshawe College, consideration was being given to increasing the fees for student use of laboratories.

A study done by the Ontario Federation of Students indicates that libraries, an essential part of the post-secondary institution, are also cutting back to cope with the restraint program. I'd just like to read briefly a part of the report.

"The library system in the province has been one of the most visible victims of the cutbacks. Library hours have been cut, the number of new books purchased has been slashed, and staff members available to assist the growing number of library users have been reduced.

"At the core of the library system are the books and the periodicals that a library has. With the explosion in the knowledge in the last decades, it is no wonder that more and more materials are being published through the world. It is to be expected then that university libraries in this province would be purchasing an increasing number of items to keep pace with the explosion. This is not happening.

"To cite one example, this year Queen's University purchased less than half the number of books bought in 1971-72. In 1976-77, six universities, Brock, Laurentian, OISE, Ottawa, Toronto and York, experienced an absolute decline in the money they spent on buying new library materials compared to the previous year. When budgeted amounts in dollars are compared to real purchasing power, an even grimmer picture emerges. The rise in the price of books and periodicals in the last few years has been much higher than the general consumer price index.

"For example, in the period 1972-73 to 1975-76 the price of books purchased by the central library system at the University of Toronto rose at an average of 10.8 per cent annually. The cost of serials in the same period increased by about 16 per cent a year. Not all libraries in the province buy the same items as the University of Toronto, but assuming a very conservative overall inflation rate of 12 per cent, the critical situation becomes clear. There has been an actual decline of at least 18 per cent in library acquisition budgets in the province in the last six years from 1971-1972 to 1976-1977. In the same period, enrolment has continued to rise with the result that the average actual expenditure per student has declined by 43 per cent."

I should also like to just quote briefly from a CUFA brief that also talks about the cutbacks.

"Lack of funds casts a dark shadow over the future of university education in Ontario. Student staff ratios have increased and are fast approaching those of the public school system. Drastic under-funding has necessitated layoffs. At the same time, classrooms, laboratories, libraries are being allowed to run down physically. Adequate funds are not being provided either for repairs or for the replacement of worn out or obsolete equipment and furniture. Maintenance of facilities has been cut to the bone and support services have almost, everywhere, been drastically reduced."

It is important to note that Ontario is spending less relative to other provinces on post-secondary education.

My colleague from Kitchener has also made this point. For example, Ontario now ranks eighth out of 10 in the provinces in operating grants for full-time equivalent students. Only Nova Scotia and New Brunswick spend less.

As a percentage of the total provincial budget, the ministry spending has been decreasing from 11.3 per cent in 1972-73 to 9.1 per cent in 1978-79. This decrease has not come as a result of decreased enrolment. It has, instead, come at a time when enrolments have been increasing.

I realize we will get into funding of these institutions in some depth at the appropriate vote, but I feel it is important for some of this information to get on the record during opening statements.

I want to state the position I have taken on this matter is very clear. I have stated that while a balanced budget may be a desirable goal, it cannot be accomplished overnight. It certainly cannot be accomplished in a period of such high unemployment when government revenues are already low due to the number of jobless. Instead, I feel the government should be attacking the unemployment problem and, as the situation improves and revenues increase, a balanced budget can be achieved and the damage to government programs can be avoided.

As I say, I realize we will get into this matter at the appropriate vote and I look forward to a much more detailed discussion under the appropriate votes.

I would now like to discuss another major problem facing the universities and that is the problem of declining enrolment. First, I would like to suggest to the minister and to the committee that the problem should be renamed from declining enrolment to de-

clining participation, because that's what it really is. Statistics Canada projected enrolment would peak in 1972-73 and then begin to decline. As we know from our experience in this academic year and from applications for this fall, enrolments have already begun to decline.

I think it's quite clear students in secondary schools are completely disillusioned with the system. They know there are thousands of BAs, PhDs, and Bachelor of Education grads unemployed or under employed. Therefore, they just don't bother to go to post-secondary school any longer.

In a publication sent to my constituency office earlier this year, the Pathfinder, some interesting graphs show how desperate the job situation is for graduates. I am sure all members of the Legislature receive this publication, but just for the record, I would like to point out the graphs indicate, for example, for graduates with a Bachelor of Engineering, the demand will be lower than supply until approximately the year 1985 and the demand is much lower than supply. For graduates in chemistry, for example, the supply and demand lines on the graph don't ever meet past 1985. For graduates in business and commerce, the same thing exists. The graph for business and commerce grads alarms me because I note a lot of students are now entering that particular course both at the university and at the community college level. It would appear there are just not jobs available.

While we have all heard many times how successful our community colleges are in placing their graduates into jobs, I think it is important to note that while 84 per cent are placed, that means the unemployment rate is 16 per cent. I also feel it's safe to say that of the 84 per cent who are placed, many would be classified as under employed. So a placement after graduation from community college really doesn't indicate all that much. The result is we have many disillusioned students and it shows.

In 1977, 66.1 per cent of year five secondary school students applied for university entrance. This year the figure has dropped nearly four per cent to 62.4 per cent. The participation rate has dropped in Ontario from 13.4 per cent in 1975-76 to 12.6 per cent in 1977-78. We are the only province in Canada, with the exception of Manitoba, where the actual fulltime enrolment dropped in 1977-78. In Manitoba, the drop was only 0.4 per cent, whereas in Ontario it was 2.4 per cent. It is clear the participation rate is declining in Ontario and the economy is partly but not totally responsible.



I believe there are steps that must be taken to eliminate the barriers that now exist to many of our people who would attend post-secondary schools if the proper conditions existed. Statistics show that students who have a professional parent or high-income earners as parents are vastly over-represented in universities, especially in professional schools, and students who have parents with low incomes are over-represented as a percentage of parttime students and community college students. It is clear from this that finances play a large role in who attends institutions and whether they can afford to go full time or part time.

Of course, there are thousands of students from average and low income families who never attend any post-secondary institution. In fact, they don't even finish high school. Solutions to that problem do not lie with this ministry, but they certainly are a responsibility of the social development policy field, of which this ministry is part, and has input.

I wonder what effect lowering the PTR in our primary grades could have on the participation rate at the post-secondary level. I wonder what effect a better early identification program or expanded day care would have on participation.

I strongly suspect that all these programs, if implemented, could improve the chances of children of low- and middle-income families attending university or college.

As it stands now, since few children of low-income families attend university and since the vast majority of money granted to these institutions comes from government tax revenues, wealth in this case is being redistributed from the poor to the wealthy. I don't believe that's fair.

What can this ministry do to improve accessibility for the children of middle- and low-income families?

First, financial barriers must be eliminated. A student assistance program must be developed that encourages children of middle- and low-income families to attend post-secondary institutions. The concept of being eligible for grants first before loan was a step in the right direction on the part of the ministry. However, there are other aspects of the program that discourage people in the workforce from re-entering university or college. There are no incentives for married women to return to school and there are difficult aspects for part-time students who also have to work. The most negative part of the program is the concept of eligibility periods.

The idea of eligibility periods will work against low-income students and increase the idea of graduate and professional education

as something out of the reach of low-income children. As I mentioned earlier, the vast majority of students in graduate and professional schools are from high-income and professional families. The eligibility period restriction will do nothing to change that and it will do nothing to improve the participation rate of low-income students.

Out of all the policies issued by this ministry recently, I feel this is one of the most regressive and, to me, repulsive.

Thus far, I have heard nothing from the minister to justify eligibility periods. I seriously hope he will reconsider the matter and agree with me and my party that all students, no matter what their income, should have the right to attend professional or graduate schools providing they meet the academic requirements.

Tuition presents another financial barrier to many students. Even though a grants and loan program is available, the fact remains that low-income children learn at a very young age that university or college education is very costly and therefore it is eliminated as a goal in their life.

While I realise that tuition fees represent only a portion of the actual cost to the student and that living costs represent a larger portion, it is none the less true that tuition fees are the most visible cost and if lowered and gradually eliminated the results would be, I am sure, increased participation by children of low-income families.

I understand, however, that the government will not go this direction. Instead, if I read the minister correctly at his March 16 news conference, he favours increased tuition. I realize that the Liberal Party also supports this position. But I want to make my party's position perfectly clear. We will oppose any tuition increases because we firmly believe that they only serve to keep students out of the system.

**Mr. Sweeney:** Mr. Chairman, I think there should be an objection. There is no statement that says the Liberal Party supports any increase—

**Mr. Cooke:** I'm quoting that from a press conference we jointly sponsored for the Ontario Federation of Students. The question was asked of us: What percentage of education costs at the post-secondary level should be covered by tuition fees? I suggested they should be lowered and you suggested that the percentage should be higher. If the percentage should be higher that only means one thing, that tuition has to increase. You can't have it both ways.



**Mr. Sweeney:** I think the question that was posed was did we favour the elimination of these and I said no.

**Mr. Cooke:** Unfortunately, that news conference is not on the record. I remember quite clearly what it was. I don't think I misinterpreted what you said.

**Mr. Sweeney:** I think you did.

**Mr. Cooke:** To further increase the participation rate in post-secondary education I would also suggest the role of institutions such as Ryerson should be examined and expanded. This type of practical training at a more advanced level than the colleges is useful and necessary.

[5:00]

I'm also anxiously awaiting the minister's announcement regarding industrial training. I look forward to a full debate on this matter in June. I didn't go into any detail on this in my opening statement, certainly not because my party does not consider it a very important aspect of your ministry. I felt the time could be better used after we've seen your announcement. I certainly will be agreeing with your proposal of having the two hours after the June 9 announcement.

To conclude my remarks on the subject of declining participation, I want to suggest to the minister that this matter is very serious. If participation continues to decline, as appears to be the case, it is likely some universities will be starved for funds due to the method of calculating grants. I note in the *Globe and Mail* a week ago that the minister seemed to recognize a problem. In fact, if the minister was quoted correctly, he stated that OCUA should tell him which universities should get the axe. I'm not sure in which context that was stated, but nonetheless that's a quote that was in the *Globe*.

What I would suggest is that someone should be looking at the effects of declining participation. The problem is quite different from that at the secondary schools. I believe that by taking the appropriate steps and thereby increasing participation, the decline can be avoided. The Minister of Education (Mr. Wells) waited to appoint his commissioner until the effects of declining enrolment were already having serious effects. As can be seen now, boards of education are making decisions to close schools and lay off teachers without the benefit of the commissioner's report.

In this ministry, there is still time to have the problem studied by a commissioner and have recommendations made in the form of a report that could be implemented. I, therefore, suggest that the minister immediately

take the necessary steps to appoint a commissioner to inquire into the potential problems of declining participation at the post-secondary level. With the prospect of some universities having to close their doors and with other universities facing a sharp decline in quality, I believe this problem to be very serious indeed and, therefore, it warrants an inquiry immediately.

Finally, I would look forward to discussing in some depth in the appropriate vote problems facing our northern colleges and universities. There has been much written recently about the situation. I feel this problem deserves special consideration at the appropriate time. I conclude there and look forward to the in-depth discussions that will follow.

**Mr. Chairman:** Perhaps the first matter the committee should deal with was one referred to by the minister in so far as the minister's announcement about the apprenticeship program is concerned and his proposal that the committee set aside perhaps two hours around June 16 to discuss this matter.

Does the committee agree with that approach, that two hours of the estimates time be left to discuss that matter on or about June 16?

**Mr. Sweeney:** I just have one question. Is that full time to be used to have the entire new system or new program explained to us? How does the minister see that time being used?

**Hon. Mr. Parrott:** I thought on the date of the announcement that basically the information would be there for you to have a few days to assess what we'll be announcing. I may have a few things to say about that tomorrow. We should spend that two hours not only discussing the program itself and the changes, but other items that relate to your own conception of what you think should be done. I would like it to cover the whole range, rather than just the changes in the program. I'm quite prepared to have more than two hours if that should be the wish of the committee.

**Mr. Sweeney:** I would suggest, Mr. Chairman, that two hours would be acceptable and satisfactory, to me at least.

Agreed.

**Mr. Chairman:** Before we adjourn today—

**Mr. Cooke:** Were you just going to adjourn?

**Mr. Chairman:** I was going to indicate to the committee that the Levesque reception is this afternoon. The House adjourned at 5 o'clock, I believe.

**Mr. Cooke:** I just want to make one request of the minister for information before we adjourn today, if I could.

**Mr. Chairman:** I believe the minister wants to respond to the critics' comments tomorrow.

**Hon. Mr. Parrott:** I have one or two comments.

**Mr. Chairman:** Today?

**Hon. Mr. Parrott:** No, tomorrow.

**Mr. Cooke:** I've been trying over the last week or two to get the recommendations that the council of regents made. I got the 1976-77 annual report and I note the recommendations numbered at the back. I have talked to the chairman of the council of regents, Mr. Williams. He says they're in your hands and he can't release them. I have talked to your office and your office says it's up to Mr. Williams to release them. I am referring to the recommendations for the 1976-77 annual report.

**Hon. Mr. Parrott:** I think that depends on which recommendation. Once the recommendation has been accepted or rejected and people notified et cetera, then we are quite prepared to give you that information. That sometimes takes a month or two months while we think about it and while we consult people within the ministry and outside of the ministry. So there is a time lag there. But if you had a specific subject that you would like information on, could you tell me that now and we will—

**Mr. Cooke:** I was particularly interested in the recommendations for the level of funding, and I was also interested in the recommendation for this year for the level of funding. But I don't understand why the rest of these recommendations can't be made available.

**Hon. Mr. Parrott:** Which ones are we talking about?

**Mr. Cooke:** I am referring to these, recommendations to the minister, 1976-77.

**Hon. Mr. Parrott:** Yes. If the recommendation has been made and it's accepted or rejected, no problem. I thought you were talking about those that were pending.

**Mr. Cooke:** No. I'm talking about the ones in the 1976-77 report that have been dealt with.

**Hon. Mr. Parrott:** I would be quite prepared to deal with any of these recommendations under the appropriate vote.

**Mr. Cooke:** Could they be made available to us? I would like to see the council of regents' recommendations.

**Hon. Mr. Parrott:** I don't know whether we have them all in one spot. We can get them together. They come to me in the form of—for instance, I happen to have a copy of—

**Mr. Sweeney:** Do they come in the same form as OCUA?

**Hon. Mr. Parrott:** No. Here would be the resolutions to myself from the April 19-21, 1978, meeting of the Ontario council of regents. Those will be processed. Some of those I have accepted; some are sent back. There is not that formal annual statement where they print them all. It's a different method that we follow.

**Mr. Cooke:** This portion in the 1976-77—

**Hon. Mr. Parrott:** We'll try and have as much of that information as possible for you tomorrow.

**Mr. Cooke:** Could you give us the recommendation that the council of regents made on the level of funding that would be comparable to the one—

**Hon. Mr. Parrott:** Yes, although it comes in quite a different form—it isn't in the same detail. Secondly, the Ontario Council on University Affairs are charged too with the distribution of the amount that is allocated, which is quite different from the council of regents' role. There's a difference there. You won't see them in exactly the same form.

**Mr. Cooke:** As long as I can see them then I can try to decipher them and ask questions about them.

**Hon. Mr. Parrott:** Mr. Adams, can we have those by 11 o'clock in the morning?

**Mr. Adams:** Yes, you can, sir.

**Hon. Mr. Parrott:** We'll have them by 11 and in your office at 11:15.

**Mr. Cooke:** Very good. Thank you.

The committee adjourned at 5:07 p.m.

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Sweeney, J. (Kitchener-Wilmot L)

**From the Ministry of Colleges and Universities:**

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division













# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



**Second Session, 31st Parliament**

Wednesday, May 24, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, MAY 24, 1978

The committee met at 1:13 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

**Mr. Chairman:** When we adjourned yesterday, the minister was about to respond to the critics' comments. I will turn it over to the minister at this time.

**Hon. Mr. Parrott:** First of all I have just received and am now able to give to you the recommendations of the council of regents and the staff strength. I know I promised them at 11 o'clock but, frankly, it was a better promise than we were able to deliver. Here is the information which you will want to discuss, no doubt, under other votes. I hope that is acceptable.

It is difficult with the amount of time that has separated us to pick up on all of the themes that were developed yesterday. Either it was too much time or not enough, and in the interval it has not been easy to find the time to organize my replies as much as I would like. Nevertheless, as I understand it, the critic from the Liberal Party wanted to address three major themes: underfunding and down-playing of the system, declining enrolments and deficiencies in manpower training programs.

[1:15]

I am sure in the exercise of doing the estimates we all like to be advocates of the system we are interested in. I would like to be cast in that role too. I don't think anyone has a corner on the market—myself or the critics or the other parties or our party—in being advocates of a system that has been built up over the years in our universities and our colleges. However, quite frankly, I did find that in making that pitch perhaps a little perspective was lost, if I can be so bold as to suggest that to you, and particularly to the member for Kitchener-Wilmot (Mr. Sweeney). There was no mention during his discourse, which was a good one, on the role of the taxpayer. I think that is something that has to be considered at all times.

Let me make a few points on that, if I may. There was no doubt that you felt the

system was being underfunded. You said that a 5.8 per cent increase was not enough, and then, because of a lack of an increase in fees it had to be discounted and became 5.1 per cent. You insisted and the member for Windsor-Reverside (Mr. Cooke) particularly insisted that fees continue to become a smaller portion, or indeed that we go to the extreme of having no fees at all. What you are saying is simply that the taxpayer must pay more but the participants shall not pay more.

I would remind you that for many years people who have not had the benefit of a post-secondary education are in the taxpayers' shoes and pay for something they may have derived a benefit from or may not have derived a benefit from. I would really ask you to look seriously at a perspective that includes the taxpayer. I think nothing short of that really gives a balanced view.

You say there is a difference in the allocation of the gross provincial budget. No doubt that is true. But as you compare it with other jurisdictions and other responsibilities in government, if you go back to about 1951 you will find that MTC, as an illustration, received a little more than 30 per cent of the budget. Then 10 years later it had about the same percentage of our provincial budget to spend on roads. That has now decreased to the point where this year it is around seven per cent.

You say that we have lost our priorities in education when they have decreased to the degree that they have. I don't think that follows at all and that it is necessarily logical. To use the illustration again of MTC, the roads are pretty good in this province and have a priority, but that ministry does not have the same percentage of the gross provincial budget nor can it have. How in the world could you have new programs come on stream if every area was to keep a constant ratio and how foolish it would be to try to do so?

I give you this illustration to ponder about for a moment or two. As I understand the current figures, the senior citizens ratio is in the area of 1:13 or 1:12; in another 20 years it will be down to 1:5. How can we



possibly keep our ratio of expenditures in a constant position when our needs are changing so much? Priorities must continually change. You weren't talking about gross dollars but you were talking about percentages of the total when you made those statements. I think if you insisted that each and every one stays at its level, then you would never see the changes that are required.

I have to comment too that I did not hear any suggestions where you would change that percentage. We were talking about gross dollars—that's one thing. But if you're talking about a percentage change of the gross budget, then at the same moment you propose that education—colleges, universities—goes up or down, you must say that increase or decrease be counterbalanced in some other area. I think you avoided that in the presentation.

Regarding your comments on underfunding, I have to recall a little history. If I remember correctly in the 1975 election—I would have liked very much to have had the time to draw out the ads that appeared in the county of Oxford and I suspect across all of Ontario—ads that I certainly didn't agree with, and I'm sure supporters in my party did not agree with.

If I recall the main thrust of that election it was simply: "Can Ontario afford another Davis government?" That was the big pitch, that was the big line. "You've got too much spending in government." But yesterday, for an hour or an hour and a half, in a good presentation—I'm not down-playing you—I heard the complete switch on that one: "We're not spending enough." It was difficult for me to gain the perspective that you should change your direction so quickly in such a short period of time.

**Mr. McClellan:** This is a surprise.

**Hon. Mr. Parrott:** Not necessarily. I'm just trying to get a perspective into this debate that I think is important. It was a predominant theme of the 1975 election that we in this government had spent far too much. Yet here, when we're spending more—and you might attack us on that—since that time we've had increases in this ministry alone of double figures—you then say "but that's not enough." I challenge you to say which position do you firmly want to take—that which you had in 1975-76 or that which you have in 1977-78? I guess I'm being a little provocative but I can't resist drawing that bit of history to your attention.

With regard to the down-playing of the university system, that was a little different

approach and it does concern me that you took a different approach. I'm sure Mr. Sweeney will not be surprised to know that on occasion we listen very carefully to his words. We had this game last year, if I remember correctly, where during estimates we recalled some previous remarks of the other side. Fair enough I just want to read what was said last year by the member: "I do not believe that we can continue to suggest to our young adults that a university or college education is a passport to a good life. I notice you've made the same observation, Mr. Minister. However, the young folk I talk to don't seem to have heard it, so obviously it hasn't been made strongly enough."

I don't know how much more I should read of that quote. There's a bit more and I'm not trying to edit it. But let me skip a few lines and read: "In those areas where there is little need—for example, nursing, teaching—students should be discouraged both for their own good and in the name of justice to those who have already been trained in these areas." In other words, on July 11, 1977, this ministry was being told that we must down-play those areas of university enrolments where there was always sufficient need. We agreed at that time, and we still think that's a valid position to take.

But it worries me when I hear today that we are down-playing the system. I don't think we are. I've strongly held the view that you do not need to tear down one system to build up another. I think that's precisely what we've been trying to do. In the area of manpower training we've been trying to build it up, but at no time have we said that we should down-play the universities.

I refer specifically to a speech made by Dr. Murray Ross. I'd like to read a very small portion of it, because I think it really is the message that must get out into the community and I thought that Dr. Ross said it very well. It was not too long ago, April 3, and you have no doubt seen it. It was entitled, "A plan to help the universities regain respect." He made a very strong case that what we need now is not criticism but some confidence. I don't think I will read that all into the record; I think we can spend our time better than that. But I would commend this to your attention. I thought he made the point extremely well that it is not only a matter of lack of confidence in the universities that we must overcome but in our society as a whole.

It starts by simply saying: "I would suggest that the major problem of the university system today is not financial but one of

credibility. The issue is not cash but confidence." Maybe Dr. Ross overstated the case a little bit. I don't know. But I think he was certainly right on with most of his comments. I would like to leave that if I could for my two critics' consideration.

I don't know how much I can respond to without destroying the whole process of consideration of the estimates, but if I can turn very briefly to some comments made by Mr. Cooke, I am surprised he felt that OSAP had so much to do with declining enrolments. The first news release giving the basic principles was not out until late August—a whole year's notice by the way. Certainly I can't imagine it would have had much effect on the enrolments—they were exactly the same programs. But you used the argument, I believe, that the new plan was the reason this year's enrolments were down.

**Mr. Cooke:** When did I say that?

**Hon. Mr. Parrott:** Yesterday.

**Mr. Cooke:** Maybe you misinterpreted me. The point I was trying to get across was that OSAP did nothing to encourage participation and increase the participation rate in our system. That is the point I was making.

**Hon. Mr. Parrott:** At any level?

**Mr. Cooke:** That's right—although I gave you specific examples: parttime students and so forth.

**Hon. Mr. Parrott:** I know that has been a point that you and your party have held for a long period of time. But I think it relates to not only OSAP but to fees. Let me turn then, if I might, to fees.

I believe yourself and your predecessor have always held the position, as has OFS, that this indeed is the reason for the low number of students from our lower income families attending post-secondary education. I don't think you can point to any research that substantiates that claim.

I am not arguing whether or not the numbers are such. I have always tried to argue that it was a socio-economic matter, with emphasis on the social rather than the economics of that situation. I think I could point you to the Swedish experiment where there are no fees, as I understand it, and the mix is almost identical to ours here in Ontario. So I would encourage you, as I have OFS, to come forward.

**Mr. McClellan:** A mix of what?

**Hon. Mr. Parrott:** Of students from lower-income as compared to higher-income families. The mix in Sweden is almost identical to our own, and there are no fees there. The argument made by your party has always

been that it was fees that deterred the lower-income-family students from our institutions. I suggest to you there is no research to back that up.

**Mr. McClellan:** What is the study you are citing?

**Hon. Mr. Parrott:** I am saying in Sweden, where there are no fees, they have—

**Mr. McClellan:** What is the source? I understand the point you are making.

**Hon. Mr. Parrott:** We would be glad to give you that information.

**Mr. McClellan:** I would be interested in seeing that.

**Hon. Mr. Parrott:** Right. Their mix is almost identical to our own—very similar. So I would ask you to look at that.

[1:30]

I don't know how much more I can comment on what was said yesterday because it is difficult for me not to reply, in the sense that I disagree with many of the comments that are made. I think that would only lead to a long discussion on many items and we are repeating ourselves on discussions we have had previously. If you wish to use the time primarily on that approach in our estimates, then I am quite prepared; I wouldn't object; and I don't think it is necessarily the wrong approach. But, on the other hand, I would not like to think that we had cut you off from full access to the staff of the ministry that is here to give as much information as possible on the details of our estimates.

I had four pages of copious notes here, nicely colour-coded, as to your position and our rebuttal; and, obviously, everything you said I did not disagree with. I want to emphasize that. There were many things that I just don't see the same as you do. So I think I would like to conclude my remarks with those brief comments and perhaps now give the critics time to go into a vote by vote if they wish, or as how they see fit.

**Mr. Chairman:** The critics have agreed that we will deal with vote 2701 within the next hour, so we can go on to vote 2702 which is a large vote.

**Mr. Sweeney:** Mr. Chairman, before we leave that I would like to react to just a couple of things the minister has said, because I think they cast a different light, let me put it that way; and I don't think I can let them pass.

First of all, Mr. Minister, I think it is incumbent upon you—more so perhaps than anyone else—as the minister of this particular



division of government, to make very aware—to use your term—to the average taxpayer that in fact he or she, and our society in general, does benefit from the smaller percentage of our society that goes on to post-secondary education. The economic health of our community, the kinds of jobs that are provided—because we have a portion, at least, of our population which is highly educated—and the very fact that you can compare any underdeveloped nation and their level of higher education with ours and those so-called developed countries, is a clear indication of the absolute and essential necessity of the total society supporting a smaller group within the society in terms of higher education.

I think that is your responsibility, Mr. Minister. To say that the average citizen is going to complain because he is supporting higher education and not directly benefiting from it, is not factually correct; he is benefiting from it. Maybe the words “direct” and “indirect” are the key words here, but I think it is incumbent upon you to say that kind of thing.

The second point I would make is that your comment with respect to the declining share of the provincial budget—and you compare it with MTC and with senior citizens—in my judgement is not a fair comparison, because—and you and I have discussed this once before—what we are talking about in terms of higher education, post-secondary education, is basically the operating costs. We are not talking about capital costs here. And MTC is predominantly a very high percentage of capital costs—I don’t know what the figure is—whereas out of the total provincial budget for MCU in excess of \$1 billion, if I remember the figure correct, it is something like only \$14 million this year. What is the figure? It is not very high.

**Hon. Mr. Parrott:** That depends a little bit on your interpretation with respect to capital.

**Mr. Sweeney:** I am talking about capital versus operating in your ministry, versus capital and operating in MTC. There is just no comparison.

**Hon. Mr. Parrott:** Would you not accept that building a road is not just capital? That it, indeed, represents an awful lot of jobs, as does the operating expenses of a university represents an awful lot of jobs. I think there is a great comparison there.

**Mr. Sweeney:** That is a very poor comparison. I don’t think it is well chosen, Mr. Minister.

**Hon. Mr. Parrott:** Building of roads is a lot of money for jobs, and it is called capital.

**Mr. Sweeney:** Building a university building involves a lot of jobs. I am saying, I think,

you have to separate the capital component from the operating components.

**Hon. Mr. Parrott:** I don’t. I think you put them all together because they all relate to jobs. They all relate to employment.

**Mr. Sweeney:** Well, I’m not—

**Hon. Mr. Parrott:** The capital cost of a road and its maintenance is similar to the running of a university. It’s all relative to salaries to a very marked degree.

**Mr. Sweeney:** Well, I’m sorry. That’s one we’ll have to totally disagree on, Mr. Minister. I just don’t think it.

With respect to senior citizens, it’s true that as the number of senior citizens goes up, the allocation of the provincial budget to services to those senior citizens must likewise go up. I don’t disagree with that.

**Hon. Mr. Parrott:** And something else has to come down.

**Mr. Sweeney:** Okay, but wait a minute. Let’s look at what’s been happening to the universities and the colleges. At the same time that the participation rate had been going up, up until 1976-77, your support had been going down. In other words it’s been an inverse proportion. You can’t argue it both ways. You can’t say it’s logical and legitimate to have a declining share of the provincial budget and a declining share of the gross provincial product for universities while at the same time the population and enrolment at universities was going up, and then turn around and try to argue with us that—

**Mr. Cooke:** Mr. Chairman, on a point of order: a lot of these issues being brought up now were raised in the opening statements, responded to by the minister, and they can be raised during the appropriate vote. Must we fall into the same pattern as last year on estimates? We won’t get to any of the votes if we go this route. I think we should follow what we had agreed to and get into the first vote.

**Mr. Chairman:** I think that’s quite appropriate, Mr. Cooke. I see no point in threshing old straw several times, Mr. Sweeney. If we could do as Mr. Cooke suggests, some of these item will come up in the various votes and if you want to pursue them at that time, that’s your option.

**Mr. Sweeney:** All right, Mr. Chairman, in deference to both you and my colleague opposite, I won’t continue this, but I will conclude by saying I’m a little disappointed with the minister’s response, to be quite frank with you, and the basis of the arguments that he is using.



Hon. Mr. Parrott: Well I think that this is—

Mr. Sweeney: Do I understand that we are going to move into the rest of vote 2701?

Mr. Chairman: We'll take it item by item.

Mr. Sweeney: Yes. All right.

Mr. Chairman: Item 1, main office.

Mr. Sweeney: As far as I'm concerned, that's finished, obviously.

On vote 2701, ministry administration program; item 1, main office:

Mr. Cooke: I just have one question. I'm not sure whether it should be raised under this vote or not. But I assume there would be various things discussed in the council of ministers of education that affect the country as a whole. I wonder whether this would be the proper vote to ask about the decision of the federal Department of Manpower and Immigration with regard to teaching assistants at universities. Would that have been discussed at the council, since it would affect the country as a whole, or should that be more properly raised at a different time, and in a different vote?

Hon. Mr. Parrott: I think it would be better at the university vote than here. Quite frankly, the council of ministers did not spend a great deal of time on that particular item in this last year.

Mr. Cooke: Was it discussed at all?

Hon. Mr. Parrott: I can't say it was not discussed. I suspect in the advisory committee it might have been. Dr. Parr?

Dr. Parr: The matter of foreign faculty was more completely discussed. The matter of parttime teaching duties, as might be done by teaching assistants, was touched upon. I think that's it.

Mr. Cooke: We can go into it in more detail under the appropriate vote.

Mr. Laughren: I think this is the appropriate place to raise this, because it would be a decision made by the ministry—

Mr. Chairman: Policy?

Mr. Laughren: —yes, policy—rather than fitting it into one of the areas. There are some fears in the community that an institute to train hotel and tourist industry people will be established in the province, as opposed to having them trained within the existing system that's run by Colleges and Universities—whether it's manpower in the apprenticeship area, or whether it's the colleges or whatever. Could the minister tell us where that is at right now? Many of us feel that to establish a separate institute for the tourist industry to

train these people would simply not make sense while we already have the machinery in the colleges. Would you not think such an institute would end up serving the industry rather than the people being trained? I would appreciate if the minister could tell us what his views are.

Hon. Mr. Parrott: As you know, Mr. Rhodes has made some comments on this subject and we had a conversation on it this very morning. I don't think we disagree at all on the need. I think we recognize the need for training in this area, be it front office, cooks, waitresses or whatever; and I think there is a very large amount of training at presently going on. Perhaps if Mr. Rhodes and I do disagree, it might be as to where.

There is no doubt in my mind that what you've just said is exactly as we see it in the ministry and we'll make a fair effort to see that it does stay there. I'm convinced that Mr. Rhodes and I will be able to get together and come to an equitable and adequate solution. I'm very hopeful that it stays with the college system.

Mr. Laughren: What bothered me was that I didn't know where the whole debate was at this point, whether or not it was a case of dismantling something that was already there or leaving what's there in the colleges and setting up a parallel institute—that I thought would be incredibly silly—or whether or not you would hopefully retain it in the system and expand it. If there needs to be more training, then it seems to be eminently logical to build on the system that's already there rather than creating a parallel one.

Hon. Mr. Parrott: We agree.

Mr. Laughren: Can you be somewhat more positive or more assertive to us in your hopes?

Hon. Mr. Parrott: Let me put it this way. There is no doubt in my mind that the mandate for the Ministry of Colleges and Universities is to train people, period, and that includes those who might be at a university, at a community college or in an industrial setting. We feel very strongly that training is the prime mandate of our ministry and we will make every effort to make sure it stays right there.

Mr. Laughren: So the people who have been coming to me expressing all these fears, many of them very high up in your ministry, can be reassured that the battle is being fought.

Hon. Mr. Parrott: I don't think there is much doubt in the system or in the ministry about where the minister stands on that one.

**Mr. Laughren:** Yes, I know, but my source is worried that there is another minister in your government, Mr. Rhodes, who, through the sense that I got, was very strongly pushing for the institute rather than building on the college system.

**Hon. Mr. Parrott:** Indeed, I don't think I can suggest to you that Mr. Rhodes has not made that presentation. There is an excellent hotel institute in Montreal and I guess it's done a reasonably adequate job, I'm not sure. I've seen it. I'm not sure how well it addressed the problem. But I'm convinced that here in Ontario the way to go is as it presently is in the community college system, but much enlarged. On that, Mr. Rhodes and I completely agree and I suspect perhaps you do too.

**Mr. Laughren:** Yes, I do. As a matter of fact, I suspect the colleges themselves would be very pleased to expand into that area.

**Hon. Mr. Parrott:** Yes.

**Mr. Laughren:** Just because the colleges are staffed by engineers doesn't mean that they don't understand the tourist industry.

**Hon. Mr. Parrott:** I think I should let the deputy reply to that.

**Dr. Parr:** Mr. Laughren has remarkable restraint. He has spoken for seven minutes before mentioning engineering.

**Hon. Mr. Parrott:** I thought that was a lifetime record.

**Mr. Laughren:** I'm not as provoked any more now that Al Gordon is not here.

**Mr. Cooke:** One question of interest: under the non-statutory grants, there is a very small grant of \$5,000, for Living and Learning in Retirement. What's that all about and who does it go to?

[1:45]

**Mr. Chairman:** Mr. Minister, for the purpose of Hansard, would you like to introduce your people at the head table who will be participating as the afternoon goes on?

**Hon. Mr. Parrott:** As they come forward I shall try to do that. They are Dr. Parr, Mr. Kidd and Mr. Holder, in that order from my left.

**Dr. Parr:** If I could speak briefly on Living and Learning in Retirement, it was established in 1973 as a non-profit organization of people who were senior citizens who developed their own program of studies in conjunction with Glendon College. It was funded for its first couple of years through the federal government as a New Horizons program. Registrations have soared from a few

dozen to about 500. It's substantially self-supporting but they are additionally supplemented by a non-statutory grant.

**Mr. Cooke:** All of the people are retired, then? I was hoping it might be people of a very young age who are learning pre-retirement skills.

**Dr. Parr:** No, these are people who have retired who say to themselves: "We're old enough to know what kind of thing we want to study." They go to the staff at Glendon and say they would like a course for whatever period of time on such and such and another one on so and so, and they help map out the programs themselves.

**Mr. Cooke:** How much are we getting into colleges and into pre-retirement planning and that type of thing, not for people that are already retired but for people that are young and should be looking ahead to that type of thing?

**Dr. Parr:** I don't think there are any degrees in it or even doctorates. I imagine there are courses offered as continuing education courses at the colleges. In fact, I'm certain there are.

**Mr. Cooke:** Is it expanding a lot?

**Dr. Parr:** I can't answer that question but perhaps there is somebody on the staff who can.

**Mr. Adams:** It is all part-time.

**Dr. Parr:** Mr. Adams says it's all part-time. We don't know what the change in enrolment is.

**Mr. Cooke:** It's always been an area of interest of mine. I think it's something we should be expanding and should be looking at very seriously.

**Hon. Mr. Parrott:** I think we agree. Would you not also agree that perhaps it's an area where a good deal of help can be received from volunteers?

**Mr. Cooke:** I don't know what you mean there.

**Hon. Mr. Parrott:** This whole concept was explored in my own area fairly extensively five or six years ago. Many of the people thought it was a volunteer type of activity for the citizens of that particular community. It had a good deal of impact on the community and there was a lot of activity. Most of the people that were prepared to work in this area, many of them with a great deal of expertise, were prepared to do so on a volunteer basis rather than on a paid or professional basis. I think they tried to assist themselves in preparing for retirement.



**Mr. Cooke:** I'm thinking in terms of planning for retirement, but also how to handle leisure time and that type of thing, especially as we're going to be getting into shorter work weeks where people are going to be retiring at an earlier age. Certainly the volunteer sector can assist, but I think there have to be courses and people who are professionally trained in that area to pass on the information and to assist people in that area. I just want to point that out.

Item 1 agreed to.

On item 2, financial services:

**Mr. Sweeney:** I have one basic question there. I notice under the activity description the sentence: "This branch has the responsibility of obtaining full dollar recovery of all programs where the federal government of Canada shares the cost." Can the minister or one of his officials advise us what is the current status of sharing the cost of post-secondary education with the federal government? I know it's no longer the 50-50 it was before. Where is it now and where, in your judgement, does it appear to be heading?

**Hon. Mr. Parrott:** I'll let Dr. Kidd answer that primarily. I may want to comment afterwards.

**Mr. Kidd:** This is primarily the responsibility of the Ministry of Treasury, Economics and Intergovernmental Affairs. As far as we're concerned, we say we're in a transition stage of clearing up the past few years activities in the Fiscal Arrangements Act, which is the one you're talking about. We have other arrangements also. The present status is that there would be a 50 per cent payment to a province based on tax points and a 50 per cent payment made on a cash basis, but the basis has still to be developed.

Because three programs were wrapped into one, two in Health and one in ours, we have different or overlapping fiscal years which they have tried to put into regulation.

The base will not be established until the 1978 year. They're running 15-month years in Health and we're also running a 10-month year somewhere along the way. There are a lot of adjustments to be made. We have been given to the end of this year to clear up all the adjustments, submit all the claims and clarify them regarding the base payment, which will then be indexed to the GNP.

There's a 15-month year on this. I think the Treasury would be more explicit about this.

**Mr. Sweeney:** Indexed to what?

**Mr. Kidd:** To the gross national product.

**Mr. Sweeney:** Does the minister want to comment?

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** Do I understand that essentially the 50-50 basis continues to hold, even though the structure is changing. Is that a fair statement to make?

**Mr. Kidd:** No, it's not a fair statement to make.

**Mr. Sweeney:** Maybe I didn't understand you. You said 50 per cent on tax points and 50 per cent cash.

**Mr. Kidd:** Yes.

**Mr. Sweeney:** How else am I to interpret that statement?

**Mr. Kidd:** I think we're talking about two 50-50s here. The previous 50-50 was 50 plus we get reimbursed for 50 per cent of the gross operating expenditures on post-secondary education in the province.

**Mr. Sweeney:** Yes, and there was a 14 or 15 per cent growth limitation factor in there?

**Mr. Kidd:** That's right, of 15 per cent per annum.

**Mr. Sweeney:** We haven't gone beyond that anyway in the last little while.

**Hon. Mr. Parrott:** Yes, we did.

**Mr. Kidd:** Yes, we did.

**Hon. Mr. Parrott:** Yes, during the terms of that arrangement we certainly did go beyond that.

**Mr. Sweeney:** I'm thinking of the last couple of years.

**Hon. Mr. Parrott:** We didn't in the last couple of years.

**Mr. Kidd:** In the last year, we were under the 15 per cent ceiling.

**Mr. Sweeney:** What is the essential difference between the old system and the new system, as you are able to understand it now, given that you said it still isn't complete? Where are we at?

**Mr. Kidd:** For this current year, we will be getting tax points as outlined in the budget speech and as indicated on the tax forms this year. The share of the income tax as far as I'm aware, was that out of 130.5 income tax points we used to get 30.5 and the federal government used to get 100. That is now changed to where we are getting 44 and the federal government 86. The figures may be a little bit out, but I understand that is the arrangement. That's one payment. The other payment will be a cash payment based on the previous experiences in that field and for future use indexed to the growth in the



gross national product. It has nothing to do with post-secondary expenditures at all.

**Mr. Sweeney:** Where does it leave the funding by the federal government directly towards post-secondary education compared to where it was before? In other words, in the total number of dollars you would have got under the old system versus what you expect to get under the new system, where are we going? Are we going to be better off or worse off? Is there any benchmark of comparison?

**Mr. Kidd:** We wouldn't have these figures, because as I said, three programs are involved: two in Health and one in ours. The whole thing is wrapped up together in that whole deal. It's a whole new system and we're one of three parts.

**Mr. Sweeney:** Surely when you talk in terms of having to do multiyear planning, which I assume comes under Mr. Kidd's jurisdiction, how the blazes do you do it, if you have no real way of knowing what you're going to get from the federal government?

**Hon. Mr. Parrott:** Can I help there a little bit?

**Mr. Sweeney:** The Treasurer (Mr. McKeough) is going to end up deciding what he wants to give you?

**Mr. Kidd:** He always has done in the past.

**Hon. Mr. Parrott:** There's no doubt in my mind that it once was a cost-sharing program. Today it's a fiscal arrangement. Therefore, on the basis of dollars, you should direct your questions to the Treasurer, because he will be the expert on fiscal arrangements. To add to that, there's no doubt in my mind as well that the full responsibility for funding of universities or colleges rests with the provincial government. Where we get our money from is one question. How we spend it is quite a separate and isolated question in my mind.

**Mr. Sweeney:** That's the problem.

**Hon. Mr. Parrott:** There's a very direct relationship, but it's our responsibility, I don't want the record to show anything else. We're not ever going to suggest we can't do something or we can do something because the federal money is or isn't there. The responsibility for funding, in my mind, is clearly on the ministry and on the government.

**Mr. Sweeney:** My concern is that at least under the old system the universities and colleges could be assured of getting 50 per cent from the federal government.

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** Barring the limitations.

Let me put it this way, what I am trying to get at is that the institutions would have some sense of guarantee, of funding, under this one.

**Hon. Mr. Parrott:** No, no. If we wanted to suggest the funding would be exactly the same as the previous year, the 50 per cent would hold. It didn't mean that you got 50 per cent plus the escalated cost. There was no leverage, if you will, from the federal government to guarantee an escalation of percentages. We established the rate then, as we do now, and we could get a recovery. That is my point. How we got the money to pay for this commitment is quite a separate thing from making the commitment. The commitment then and now was with us to fund the college and university system. Separately, we tried to obtain that money.

**Mr. Sweeney:** But that money you got from them, that 50 per cent, was directly tied in with the cost of operating the system. It was not a figure pulled out of the air at random.

**Hon. Mr. Parrott:** Right.

**Mr. Sweeney:** There was a direct correlation. Now, with the financial arrangement, there is no necessary correlation between the money that the federal government gives you and the cost of operating your system. There is no correlation at all. I will use this deliberately—it is entirely at the whim of the Treasurer to decide how much money he is going to allocate to your ministry.

**Dr. Parr:** There is a correlation because, as Frank pointed out, the basis is historically derived.

**Mr. Sweeney:** You had better educate me on that one, Dr. Parr.

**Dr. Parr:** The way in which the transfer is derived depends upon past experiences. That is what forms the base escalated at a rate that relates to the gross national product.

**Mr. Cooke:** As years go on the correlation will begin to disappear, become blurred.

**Dr. Parr:** If I may add one thing about what the minister said and to what has already been alluded to, the fact that recovery has not determined the amounts that the institutions have received is exemplified, I think, by the two years where the 15 per cent limit was exceeded. The provincial government did not say that they would give less because they could not recover as much because they had exceeded the limit. It was given regardless of that.

**Mr. Sweeney:** Dr. Parr, I was more concerned with trying to make the correlation argument than I was with the 14 or 15 per

cent excess. I guess we are going to have to wait until some time in the future when the whole thing settles down. Mr. Kidd has referred to the fact that you are still trying to get it settled down.

**Hon. Mr. Parrott:** You are not prepared to accept that the commitment, say in 1974, and the commitment in 1978 is determined here by this government? And you won't accept that it had no direct relationship with how we would recover those dollars which are quite different in 1974 and 1978 and quite different from what they were in 1964?

**Mr. Sweeney:** Mr. Minister, I accept the premise that it is your ministry and your government that makes the final decision as to how much money they are going to spend—

**Hon. Mr. Parrott:** Right.

**Mr. Sweeney:** —and that you recovered in the past 50 per cent of that.

**Hon. Mr. Parrott:** We just recovered it differently.

**Mr. Sweeney:** With the exception of the limitation you recovered 50 per cent of that from the federal government. Let me put it this way: If I were sitting in a university president's chair I would—and you can disagree with this—have felt easier in my mind under the old system than under the new one, to be perfectly frank with you. That is what I am getting at. You can perhaps disagree with that.

**Hon. Mr. Parrott:** That's perhaps only because you have more confidence in Ottawa than I do. That's another argument.

**Mr. Sweeney:** No, I have more confidence in a 50 per cent guarantee and—

**Hon. Mr. Parrott:** There wasn't a 50 per cent guarantee, it was an arrangement to get that dollar. Let's talk in specifics: if in the year 1973 we had received—what was the budget then, \$500 million? A little less I suppose, say \$500 million—if we had decided to increase it to 15 per cent plus, that was our problem. If we decided to flat line it, Ottawa would not have said that we had to take the extra money. So the commitment, the decision, has always rested here.

I know the point you are trying to get at and I am trying to say to you that that commitment was not more or less secure in 1974 than it is today. It was exactly the same.

**Mr. Cooke:** In fact, under the present system, if I understand it—I might not—the money you would now be getting from the federal government is not as dependent on

what you spend. Before it was dependent on what you spent. Now you get it and the provincial Treasurer and cabinet set the priorities.

**Hon. Mr. Parrott:** That is correct.

[2:00]

**Mr. Cooke:** So we can now rest. The whole responsibility is with you.

**Hon. Mr. Parrott:** Fair enough.

**Mr. Cooke:** That's fine. I think that is how it should be.

**Mr. Sweeney:** Given the Treasurer's track record, I appreciate your naivety.

**Mr. Cooke:** They wouldn't get it in any case if they didn't spend it.

**Mr. Sweeney:** But it was much more public. People knew where it was at. It was out in front; cards on table, up and available.

**Hon. Mr. Parrott:** I have to take a little exception to that.

**Mr. Sweeney:** Right now we don't know what is going on, and we won't on that point.

**Hon. Mr. Parrott:** I don't think there has ever been any doubt that this government, in the budgetary process that occurs in July, August, September, has eventually come to a decision only after a great deal of consideration. Once those decisions were made, the cards were all played face up. There was no doubt about that. We have always—certainly past my memory—been able to say: "Here is your money, the amount that you will have," well in advance of the day that they were able to come to their own budget determinations—and you made that point a little bit yesterday, and I didn't respond to it: about not having any notice. They're always well in advance.

More particularly, I think, most universities are able to come within one per cent of their budgetary process right now, long before they know our money. They have a pretty sensitive ear to what is available. It isn't as though they are floundering around with no guidance whatsoever. They have considerable guidelines—

**Mr. Sweeney:** I didn't say no guidelines, Mr. Minister, I said uncertainty and unpredictability.

**Hon. Mr. Parrott:** —and a very narrow range. What I was concerned about was that it appeared as though—

**Mr. Sweeney:** Two per cent can make a tremendous difference in staffing.



**Hon. Mr. Parrott:** Indeed it can. But I doubt very much, on the other hand, if you would want us to commit the next four years. I doubt very much if you would like this government right now, if we were debating these estimates—

**Mr. Sweeney:** I would be willing to debate that fact as an issue.

**Hon. Mr. Parrott:** That is an interesting thing, that you will give us the approval without the right of debating of estimates, of making the decision four years in advance binding on another House. It is quite a departure from the normal process of democratic government.

**Mr. Cooke:** It would be nice to know which years are restraint and which years aren't. I remember when I was on the board of education in Windsor: I think it was in 1976 there was a restraint program, in 1977 the restraint program let up considerably because of an election and then 1978 we went back into restraint.

**Hon. Mr. Parrott:** That is not factually correct.

**Mr. Cooke:** I can remember the touring cabinet ministers coming around in 1976.

**Hon. Mr. Parrott:** That's right, and I remember 1976 budget was higher than 1977; the exact opposite to what you just said.

**Mr. Cooke:** Maybe in some ministries it was. It certainly wasn't in grants to municipalities and school boards.

**Hon. Mr. Parrott:** We are talking about general government here, and we are talking specifically about my ministry. It was a lot tougher restraint in the election year than it was the preceding year. A lot tougher. Fifteen as compared to 10 in round figures.

Item 2 agreed to.

On item 3, supply and office services:

**Mr. Sweeney:** Just one question, Mr. Chairman. I notice in the activity description it says "Responsibilities for standardizing procedures and establishing retention and disposal schedules for records." The minister is aware of our concern about the confidentiality of student records. As a matter of fact, we brought to his attention in the House that there are about five different descriptions for various levels of confidentiality. I understood that this was going to be somewhat standardized to make it less uncertain. Could the minister give us an update on what he is doing in that area—especially with the new student awards system that is coming into place this fall?

**Hon. Mr. Parrott:** I don't know whether Mr. Clarkson wants to address that problem on student awards.

**Mr. Sweeney:** I am not speaking just about student awards but the whole issue of ministry confidentiality.

**Hon. Mr. Parrott:** All right then, maybe Mr. Kidd.

**Mr. Kidd:** The whole issue of confidentiality was published in one of the publications from the Ministry of Intergovernmental Affairs. One of the problem seems to be that we all had different definitions for classifying the information.

**Mr. Sweeney:** Only three I understand.

**Mr. Kidd:** As far as student awards records are concerned they are confidential to people in that branch only, and are kept under lock and key at all times. As far as other records are concerned—for example, the USIS records—these are confidential within the government.

**Mr. Sweeney:** What does "within the government" mean? Does that mean any employee of the government under certain conditions would have access to it?

**Mr. Kidd:** A lot of our systems are tied in with Statistics Canada; in fact, USIS is tied in with the Statistics Canada system. "Confidential within government" would mean confidential to Statistics Canada and to people in government who have been sworn to the Official Secrets Act.

**Mr. Sweeney:** Coming back specifically to the student services, when you say confidential to anyone within that branch—

**Mr. Kidd:** That's correct, sir.

**Mr. Sweeney:** —what kind of guarantees do you have that the employees within that branch might not inadvertently transfer that information? Do you have some kind of an oath or is there a doublecheck? What do you have? What boundaries or parameters do you have on that?

**Mr. Kidd:** Each employee does take an oath. Each employee has to sign for a file when it is taken out of the special area where they are kept under lock and key in the branch, and has to account for that file.

**Mr. Sweeney:** Okay. Coming back to my original question, are you tightening up the system, are you reducing the number of descriptions of confidentiality, or is it business as usual? What's the process that's on at the moment?

**Mr. Kidd:** There is at present a questionnaire out among the ministries to look at this problem, and they're tightening up the de-



finitions. All ministries have a questionnaire at the moment.

**Mr. Sweeney:** By the way, Mr. Minister, I would like to make it very clear, I'm talking only of private, individual records; I'm not talking about the whole business of government information. I think you understand I have a different feeling about that. Private, individual records should be respected, I think.

**Hon. Mr. Parrott:** I can't recall, in the three years I've been around, that there has been a problem. I have never seen one brought to my attention; I am sure of that—

**Mr. Sweeney:** But the minister is well aware of the public concern about other areas of two, three different levels of government—this has been a problem—and obviously their heightened sensitivity to the question.

**Hon. Mr. Parrott:** We share that concern but at the same time I don't think it behoves us to suggest that it's likely to happen every day of the week when it hasn't happened at all in three years—

**Mr. Sweeney:** I'm not suggesting that.

**Hon. Mr. Parrott:** No, I know.

**Mr. Sweeney:** Prevention is better than cure.

**Hon. Mr. Parrott:** We're concerned, and I think Mr. Kidd gave a fairly strong indication of our concern in that. We're just as concerned as you are, and I think the record has indicated that we've done fairly well.

**Mr. Sweeney:** Thank you.

Item 3 agreed to.

On item 4, personnel services:

**Mr. Sweeney:** One question, Mr. Chairman: Again, under the activity description I notice three activities down, "the training and development of employees to meet job requirements and career potential." Mr. Minister, you're well aware of the fact that the staff personnel of our universities are most concerned about the durability of their jobs and the possibility of someone, somewhere providing them some assistance on retraining, upgrading or whatever it is. I have copies of correspondence from them to you and you back to them; if I understand it correctly, you're simply saying: "Sorry, fellows, that's the responsibility of the individual institution. Don't look to us for any help."

Given the fact that it is the policy of the provincial government, in its funding mechanism, that is creating the problem, do you not feel any sense of responsibility whatsoever to provide some assistance to staffs and faculty? The faculty perhaps have other

resources they can go to, whereas the staff has almost none, to assist them in retraining, upgrading or whatever it is to get jobs outside the system or within the system, when these eventual layoffs and cutbacks start winging their effects.

I question your saying, "I'm not responsible for that, fellows."

**Hon. Mr. Parrott:** They have the expertise for training—we could agree on that; there's no argument about that, within the colleges and universities system.

**Mr. Sweeney:** By whom?

**Hon. Mr. Parrott:** Ninety per cent or more of the retraining programs are done right in those institutions.

**Mr. Sweeney:** All right.

**Hon. Mr. Parrott:** No one is going to argue that they do not have the expertise for retraining. If it's any place in our society, it's vested in our colleges and universities.

**Mr. Sweeney:** But are you as the minister not prepared to assist in seeing to it that they have access to that expertise?

**Hon. Mr. Parrott:** Are you asking me then whether I believe in conditional grants to the universities and to the colleges? I think that's what it amounts to, does it not? If I say to the university administration, "You must do this," that's a conditional grant with that many dollars. And if you ask me the question on that, in that light, I will say, no. I do not believe in conditional grants. I think that the colleges and the universities will manage their affairs more efficiently and better if we give them the liberties that go with unconditional grants. In my mind, they should determine whether or not and how much retraining programs for their own employees is desired; the same as we do within the ministry. That's an internal priority.

**Mr. Sweeney:** That's why I connected it with this one.

**Hon. Mr. Parrott:** Well, we must do it in our ministry. I don't want to carry the analogy any further, but I wouldn't like the Treasurer to give us so many dollars for direct operating expenses and say, "You must spend so much on your staff retraining." Nor do I want to say that, in the same light, to the universities or the colleges. I think, as I said, you get better use of your dollars if you allow the institution to spend their dollars as they see fit. And if you ask me whether I'd like to see retraining done, yes. But not as a directive from the minister or the ministry.

**Mr. Sweeney:** Two points then, Mr. Minister. The first one is—and coming back to

your analogy about the Treasurer—given that the impact of the funding mechanism is coming from the Treasurer, I wouldn't say that so far your suggestion is so far out of line, that he wouldn't in fact say: "Look, since I am responsible for the consequences of what is happening out there"—regardless of why he's responsible; let's leave that to one side for a moment—"I, in a sense, am indirectly responsible for those consequences. Therefore, I'm going to set aside a certain amount of money to assist those who suffer from these consequences." And I don't see that that would be so wrong for you to do it.

I know what you're saying: Do I want conditional grants? No, I don't. I've been through that with the Ministry of Education, I don't want to go back to that system again. But when we have an unusual situation—and we do now—where a fairly significant group of people are potentially going to be negatively affected because of the consequences of somebody's decisions, I think that it's incumbent upon you and incumbent upon the Treasurer to say: "We'll set aside a certain number of dollars to assist those people to re-settle themselves some place else." Because it really isn't their fault. It's our fault for any number of reasons, and I don't want to go into all that argument. On that one basis, I guess, I'd have to swallow my principles and say that maybe an unconditional grant for that purpose is valid. I guess I'd go that far.

**Hon. Mr. Parrott:** May I ask, where do you see this money being spent? Internally or externally? They have the expertise—now where would it be spent?

**Mr. Sweeney:** Well, the particular expertise that's required may not be available at that particular institution. If you've got several staff people who want to upgrade themselves in a certain way and the expertise is not available in that institution and has to be obtained in some other institution, the only way I can see access to the funding would be from a central provincial pool, with certain limitations on it.

**Hon. Mr. Parrott:** No, I think University of Toronto will honour a cheque issued by the treasurer of the University of Guelph, for instance, if he wanted to buy it from Toronto, or if the expertise was at Toronto Scarborough College—

**Mr. Sweeney:** Yes, but, Mr. Minister, you know darn well that the University of Brock and the universities of Trent, Laurier and Lakehead, are probably going to be feeling these impacts more than others; they don't have the money to do that. They can legitimately say: "Hey, look, Mr. Minister, it's not

our fault this thing is happening. You're making the funding decisions. We have to live with them. And some of our people are being, are going to be hurt by this." Golly, you've got some responsibility to assist them too. Maybe even shared, maybe even 50-50, I don't know. But there has to be some movement on your part.

**Hon. Mr. Parrott:** But it doesn't change the size of the dollar to the system as a whole. If we set aside, say, \$200,000 for that particular project—

**Mr. Sweeney:** You've got a whole series of special grants for bilingualism, for northern allowance, for supplementary, you recognize that there are certain needs. Here's a particular need. Why can't you recognize it?

**Hon. Mr. Parrott:** Oh, I think the general policy is to get out of more and more of these special granting mechanisms, and if you read advice from counsel for university affairs, they strongly believe that we should be out of those types of grants and indeed the policy is that even capital should be one lump sum—get out of capital. Let the universities have the total maximum amount of flexibility on which to use their finances in these difficult times. I'm convinced that one institution will take a different approach from another, and I think, given that we have 37 of them in the province, that they will do a better job if they had 37 approaches rather than the ministry saying: "That's the one for everyone."

[2:15]

**Mr. Sweeney:** I'm not suggesting you tell them how to do it. All I'm suggesting is that you make a pool of funding available to allow it to happen because it probably won't otherwise.

**Hon. Mr. Parrott:** And you're agreeing then that our total budget should be minus that amount of money?

**Mr. Sweeney:** If necessary, yes.

**Hon. Mr. Parrott:** That's the only choice we have. Then you carry it along in instructional development, you carry it along for 1,001 special purposes.

**Mr. Sweeney:** But you've already got—pages and pages, and we'll come to them later on.

**Hon. Mr. Parrott:** With respect, not in those.

**Mr. Sweeney:** You set aside some \$500 million last year and I think \$350 million this year. I forget the exact figures, or it's \$500,000 rather—not million, God save us.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** It was \$500,000 and \$350,000 this year for upgrading the instructional skills of faculty. That's very good; I support that completely. But you have made a determination that there is a special need there, and you're willing to put aside a special amount of funds to meet that need. How do you support that?

**Hon. Mr. Parrott:** As a general policy, we're getting out of conditional grants.

**Mr. Sweeney:** I noticed that.

**Hon. Mr. Parrott:** We think it limits their ability to manage.

**Mr. Sweeney:** Okay, I've made my point. Item 4 agreed to.

On item 5, information services:

**Mr. Sweeney:** I just have one question on that. On page 23 of your outline, what does the \$150,000 for graduate surveys refer to?

**Hon. Mr. Parrott:** Is Dr. McLeod here? Lloyd?

**Mr. Sweeney:** I just want a brief answer, Mr. Minister. There is no description as to what it is. I want to know what it's for.

**Mr. Kidd:** This is a graduate survey. The survey is done in conjunction with Statistics Canada. We did it using 1974 graduates and 1975 graduates. We take a sample which is tested by the field staff of Statistics Canada and they follow up the employment experiences of the graduates of the community colleges and the universities in 1974 and 1975. They do it over a period of 18 months to find out where these graduates are employed, what they're employed at, how does their present employment relate to the training they got, what salaries they're earning and that sort of thing. It is distributed throughout the system in both hard copy and microfiche material and is used extensively by the guidance counsellors in the various institutions.

**Mr. Sweeney:** So it's mainly a career counselling mechanism? Is that the end-run intent of it? That's the end of the line?

**Mr. Kidd:** More or less, yes. It's to find out where the graduates from the various programs landed up and how their experience matched their training.

**Mr. Sweeney:** As a sort of general statement, what is the consistency between the area of graduate training and the eventual job placement? Is it fairly consistent, widely divergent, or what does it show?

**Mr. Kidd:** It shows quite a wide mixture. It depends on the program.

**Mr. Sweeney:** No, I'm thinking—all those people who trained as engineers, are most of them engineers or do most of them end up as accountants, chemists, or whatever else you're looking at?

**Mr. Kidd:** I think there's a fantastic wealth of detail.

**Mr. Sweeney:** I'm sorry, I wasn't picking on engineers, Dr. Parr. It just came first to my head.

**Dr. Parr:** With respect to the university ones, I think perhaps Roger Cummins could give you specific answers.

**Mr. Sweeney:** What are we learning from this, if we're spending \$150,000 on it?

**Dr. Parr:** In the professional areas, one does find—as one would expect—a close correlation. But I don't know how it works in some of the others.

**Mr. Cummins:** The early employment experience is widely variable among disciplines. Certainly graduates in engineering, health sciences, business administration and so on, tend to get careers in occupations that are highly related. The percentages — I didn't bring the tax figures with me—

**Mr. Sweeney:** Approximately.

**Mr. Cummins:** —are up in the 90 per cent range.

**Mr. Sweeney:** Okay.

**Mr. Cummins:** For graduates of math and science, it certainly is less than for engineering. Graduates of general arts or liberal arts, social behaviour sciences, languages, find it's much lower. They get jobs in a wide variety of fields.

**Mr. Sweeney:** Would that be unexpected? Are the findings consistent with what you would normally expect to find or are there some surprises in it?

**Mr. Cummins:** I think they're consistent with what is being found in other countries—in the United States and in recent graduate survey activities. That is, in the 1970s, graduates particularly in the liberal arts areas, have been getting jobs in occupations other than what are traditionally regarded as highly-qualified manpower positions. In other words, they're taking jobs in a wider range of fields, particularly now with the decline of positions in teaching. A very high proportion of the graduates of these fields tended in the past to get jobs as teachers. That demand for teachers is dropping off now, so they're looking elsewhere.

**Mr. Sweeney:** Which is not surprising.

**Mr. Cummins:** That's right.



Mr. Sweeney: No surprises then; other than you couldn't have predicted?

Mr. Cummins: The data are voluminous and what might surprise me wouldn't surprise others.

Mr. Sweeney: Okay, thank you.

Mr. Cooke: On that point, what does it look like as far as graduates being under-employed? I realize that's happening with teachers. You say business grads are graduating and they're being placed in jobs that are related to their education. That doesn't necessarily mean they're being employed at the level of their education?

Mr. Cummins: No, it simply means they're getting jobs in fields that are highly related to their training. But one does notice that fair numbers of graduates in certain fields are, for example, working in secretarial or clerical positions, which to some people might mean underemployment. Others might feel that this is just the first stage in a career—that you have to start at the bottom of the ladder and work your way up.

Mr. Cooke: Is there a summary published of this that we, as critics, would be able to get a copy of?

Mr. Cummins: The Highlights report for 1974 which has been published and we've done other analyses of university graduates.

Mr. Cooke: Could that be sent over or tabled with the committee before the estimates finish?

On this same vote, I just have one question under library services. Maybe the ministry could tell us what rate of inflation the ministry is experiencing in their purchase of books.

Mr. Kidd: Our budget for books has been flat-lined for the last two years.

Mr. Cooke: Okay, so that means you're purchasing fewer and fewer books with the same amount of money. Could you give us a ballpark figure of the rate of inflation for purchasing books?

Mr. Kidd: I'm sorry, I couldn't give you a rate of inflation. I know that we spend about \$20,000 a year on new books and materials.

Mr. Cooke: You don't have any idea of how quickly costs are going up in that area?

Mr. Kidd: I know they went up pretty quickly, but I couldn't give you an exact figure.

Mr. Cooke: A ball-park figure?

Mr. Kidd: The deputy mentioned 40 per cent.

Item 5 agreed to.

On item 6, analysis, research and planning:

Mr. Sweeney: I have a couple of questions here. I am looking at page 24 of the minister's background material, and I notice that under the heading of services the budget for 1977 was underspent by \$142,000. Then I look at the 1978 estimate and it's obviously up a little bit from the actual but down in excess of \$100,000 from the 1977 estimate. I have a couple of questions.

Obviously this deals with an issue that I raised in my opening statement. In my judgement there is insufficient policy and planning going on within the ministry. It seems to me that if I understand the word "services" correctly here from the description that's given, this is where the whole situation breaks down. Last year you spent even less money than was allocated and you're planning to spend less money this year than what you estimated last year. By the end of the year we'll know whether or not you even spent that. Is there a correlation here that I'm making a judgement on or does it mean something totally different?

I would have to question what is your commitment to planning when you look at the raw dollars that you're allocating to it.

Hon. Mr. Parrott: I think Dr. Parr wants to make some comments on that.

Mr. Sweeney: Did I touch a nerve?

Dr. Parr: No, the original amount was restrained during the year, so certain things that we had planned to do were not done in the way of research projects.

Mr. Sweeney: Restrained by whom and why?

Dr. Parr: There was an overall constraint in all government departments, as you know, during the year.

Mr. Sweeney: From the Treasury, in other words.

Dr. Parr: Yes.

Mr. Sweeney: Okay. In other words, that was not a ministry internal decision to make the initial restraint. You simply had to go along with the request.

Dr. Parr: That's right, and then subsequently if one were unavoidably expending out of that fund, the restraint was lifted. That's why we expect to spend \$700,000 rather than the original amount.

I think the point I'd like to make particularly though is that while this contains the amount of money which is spent on research projects, most of which you'll notice are farmed out to consultants and universities and so on—

Mr. Sweeney: Yes, I noticed that.

**Dr. Parr:** —the matter of planning within the ministry takes place throughout the ministry and it would be a wrong impression if one felt that amount of money is the total amount that goes to planning. For instance, a substantial part of the college affairs branch and of the division as a whole is devoted to planning.

**Mr. Sweeney:** In other words, we can find dollars in other votes later on that could tally in with this?

**Dr. Parr:** By way of people's salaries; yes.

**Mr. Sweeney:** Okay, let me get a little bit specific then, Mr. Minister. On page 25 you've got section two, "multiyear financial planning." I guess it was fairly obvious I didn't see too much evidence of this. Can you tell me just exactly what that means? What is your definition of multiyear planning? I have to question it from my perspective.

**Hon. Mr. Parrott:** One of the major items that both the two advisory committees go through each and every year is to ask for not only the current status of the institutions, but what's coming down the road. The council of regents is always involved in discussing with the colleges, for instance, the five-year plan, multiyear plan. I don't know whether Mr. Adams wants to make some comments on that aspect of our ministry activity or not.

I would just add to what the deputy has said. A good deal of the planning is a part of the activity of not only the ministry, but indeed of the advisory committees as Dr. Parr has suggested. That's a prime responsibility, and I'd like Mr. Adams to make a comment or two about a council of regents activity with the colleges in the preparation of a five-year plan. Mr. Adams is assistant deputy minister.

**Mr. Adams:** The multiyear planning process between the council of regents and the colleges has been in place now for several years —five to be exact—and it represents, really, the time each year that a college accounts for its stewardship, as it were, of the funds that have been allocated to it. It meets with members from the council of regents, augmented with ministry staff; that is, the chairman of the board, the president, other members of the board, and the senior ministry staff.

It represents a process not unlike this one today, where the council of regents asks the questions, the college explains what it has done with the current year's funds, and then projects. The emphasis is on what is going to be done in the future. It's a very positive sort of process. What are the plans of the college and how do these fit with the council of regents' plans for the whole system? Before

that process is ended, there is general agreement that that is indeed a legitimate use of the funds and in line with the direction that the council and the province are setting for the college system.

We have improved this from time to time so that it's less a bringing to account and more a matter of positive planning. We have attempted in the past two years to highlight the positive aspects of this process, but we feel it's a key part of the college administration as carried out by the ministry, in conjunction with the council of regents.

**Mr. Sweeney:** Mr. Adams, what sense do you get that a five-year plan is going to be adhered to?

**Mr. Adams:** Of late we have put the emphasis on three years, because we have found that after three years you are really dealing with conjecture. I think you'll agree that's the way things tend to be. Therefore, the emphasis has been on the next three years, although originally it was on a five-year basis.

**Mr. Sweeney:** Do you get the sense back from the colleges that, given a three-year time line, they can make the kinds of decisions that they want to make on things that I have raised before, such as staffing commitments, program commitments, equipment, that kind of thing?

**Mr. Adams:** Yes, indeed, for instance, in order to bring in new courses, or to wind down old courses—

[2:30]

**Mr. Sweeney:** Yes, I appreciate that.

**Mr. Adams:** —we put a lot of emphasis on that, that there has to be a certain lead time in order to see students who happen to be in those programs through to the end. But they find that three years is a very useful time frame in which to operate.

**Mr. Sweeney:** Mr. Minister, the correlating question would be: are you doing anything similar to that at the university level?

**Hon. Mr. Parrott:** Well, sure.

**Mr. Sweeney:** That is exactly what I have been pushing for.

**Hon. Mr. Parrott:** It's the same process and I am amazed if we don't hear sometime in the next few days about various briefs to OCUA. I don't think I can say it is designed exactly the same as the process in the college system but certainly that is the very essence of what council is addressing itself to on many occasions. Not only do the universities have an opportunity but other



people have an opportunity to make a presentation to the advisory council.

Let me give you some illustrations of where that is taking place. I think graduate planning is a good illustration. We had a freeze, as you know, and it is now three years of age and it is going to be changed this fall. That's a long-range discussion of planning precisely pertinent to the university system on graduate planning. I don't think I can give you a better illustration than that one, of an advisory body sitting with their constituent group thinking about a major problem and saying, "Where are we going down the road?" They felt the best thing that could occur back three years ago was a freeze.

That isn't good planning but it certainly gave some time for planning to occur. And now our next step is proceeding in the graduate area. Those are the things that our advisory councils are charged with.

Mr. Sweeney: Mr. Minister, if that is the case, why would there be contained in the OCUA report of last year, I think for the school year 1977-178, the paragraph that I read you yesterday, that there are reports coming to them making pleas for greater predictability for greater sense of certainty as to where the ministry is going? Why would the briefs coming into OCUA make that comment if in fact there was this kind of multi-year planning going on? There seems to be an inconsistency here. I find it difficult to follow.

Hon. Mr. Parrott: A plan is, in my mind, something that states general principles. And you can't be too specific. I think we can take the last ten years as an illustration. Back, say in 1972 had we at that time committed ourselves to a certain number of dollars—and you changed direction a little bit in this discussion. I think, about dollars, the plea was for dollars. Right? Your last comment was changing direction a little bit, from sort of the concept of planning and programs to one of dollars, when the universities were pleading for dollars.

Mr. Sweeney: Some sense of long-range "where are we going" whether you are talking about dollars or supportive programs. I guess it all hinges on dollars, sure.

Hon. Mr. Parrott: It sure does.

Mr. Sweeney: Sure it does.

Hon. Mr. Parrott: Because they do a great deal of internal planning. They are asking for commitments on dollars. I don't think they are asking the ministry for a great deal of guidance from us in the way of what courses

they put on—particularly in the university system, I am talking about now—

Mr. Sweeney: Mr. Minister, that's the problem. They want to do some kind of internal longer-range planning but the uncertainty and the unpredictability—and I am quoting OCUA there; they are not my words—last year's report is such that they feel they can't do it, not the way Mr. Adams just described it.

Hon. Mr. Parrott: I am saying to you that in the university system, short of giving them an ironclad guarantee of a certain percentage increase each and every year ad infinitum, they have a good number of benchmarks on which to base a pretty accurate estimate of how many dollars they are going to get down the road. Had we locked them into a percentage increase say seven or eight years ago the increases would have been considerably smaller. No one would have believed the kind of inflation that we have experienced in the last four or five years.

Had we given them those ironclad projections, those dollars would have been considerably smaller and they would have been pleading with us, I am convinced, to be let out of this long-term and fast determination of how many dollars we are going to get. They would have been dead with those kinds of dollars, inflation going at three, four or five per cent seven or eight years ago. If we had locked them into a five per cent increase it would have been a terrible struggle for them. You can only go down the road so far when you are making commitments for money, because conditions change—

Mr. Sweeney: I'll buy Mr. Adams's three-year plan. I'll accept that.

Hon. Mr. Parrott: Mr. Adams didn't say there was anything given to the college system that says, "Three years from now you will get X dollars." There was a determination of programs. He was talking about programs. I started talking about graduate programs. Then you shifted ground a little bit towards money. Fair game—

Mr. Sweeney: I'm not going to operate on your ground.

Hon. Mr. Parrott: —but I think I should just check you on it a little bit. That's all.

Mr. Sweeney: That's fair too.

Mr. Cooke: Mr. Chairman, I would like to ask a question on some of the research studies that are listed in here. I am wondering if we could have copies of the ones that are completed. Some of them probably have



been sent to my predecessor, but we just received the one on the nursing diploma.

**Hon. Mr. Parrott:** I would think that all of them will have been supplied to—no, not all of them? You certainly were right when you said the one on the nursing.

**Mr. Cooke:** Yes, I've received that one.

**Hon. Mr. Parrott:** Is there any one in particular that you would like?

**Mr. Cooke:** I am particularly interested in the ones in the apprenticeship area. That would be helpful to us in June.

**Hon. Mr. Parrott:** There's no reason why you can't get a copy of that. We'll be glad to—

**Mr. Cooke:** Maybe you could just send over any of them that are available, or I could get hold of them.

**Mr. Kidd:** Not all studies are completed.

**Mr. Cooke:** The ones that are completed; I realize that.

**Hon. Mr. Parrott:** We tend not to just get great gobs of them printed so that we distribute them all over. But they are certainly available and there is no reason why you can't have that one.

**Mr. Cooke:** Okay. Very good.

**Mr. Sweeney:** One short supplementary, Mr. Chairman: Mr. Cooke raised a question yesterday with respect to the college funding mechanism. I notice on page 30, under number three, "Review of College Funding Mechanism." Is the report you gave us today dealing with that or is this something different?

**Hon. Mr. Parrott:** That's different.

**Mr. Sweeney:** I concur with Mr. Cooke's concern expressed yesterday. I wonder, could we have that? Would it give us any insight into—

**Hon. Mr. Parrott:** On the review of college funding mechanism?

**Mr. Sweeney:** Is it still under way?

**Hon. Mr. Parrott:** That is still under way.

**Mr. Sweeney:** There are several that say "under way" here but we have since received them. So I'm wondering if it's available.

**Hon. Mr. Parrott:** That one is not finished. The one on diploma nursing was only just finished. It wasn't finished when this book was printed.

**Mr. Sweeney:** All right. I'm not suggesting that, by the way. I'm just saying that obviously some of them have been completed since the book was printed.

**Hon. Mr. Parrott:** Right.

**Mr. Sweeney:** If it is available, I would like to have it.

**Hon. Mr. Parrott:** And you are welcome to it.

**Mr. Sweeney:** It is not available?

**Hon. Mr. Parrott:** Not yet.

**Mr. Elgie:** In view of the two-year diploma nursing report that we have been given, I wonder if the minister could comment on that. What does he think about it? Does he think we should have some sort of post-graduate intern program for nursing? What conclusions has he reached on the basis of that study?

**Hon. Mr. Parrott:** As you know, we've simply put this out as a position paper and are hoping to get some replies, which I am sure we will. There are several things I would like to say on that. I am more than convinced that there is great value in the recommendation that the clinical experience component be increased. That's one of the major recommendations. I would not like to see diploma nursing go back to the three-year program. I think that perhaps we can come to a better system than that. Increasing the clinical experience and then perhaps having a probationary period before the graduate receives full certification, is one we will have to think about.

I guess, to summarize, I would say I hope we do not go back to a full three-year program. I hope that we strengthen the clinical component, and at the termination of the academic portion I think we should have a period where there is a great emphasis on the clinical experience. Whether it's nursing or, I guess, medicine—certainly in dentistry—a gap frequently occurs between the end of the academic exercise and the learning of the techniques that are so important and come only with time and experience; there should be a probationary period where that can be increased and enhanced. I would sure like to know how you feel about that. You are more expert than I.

**Mr. Elgie:** After I got this report I did speak to some of the nursing staff at the hospitals. They tend to agree that moving away the nurse from the hospitals and into the community colleges had several advantages but the main thing was the loss of a good interface between the hospital nursing staff, the medical staff, and the university. So that girls who have been trained don't seem to have as good a clinical knowledge—they're not

ready to face the situations as well as they used to be in the older system.

I hope that when you are considering it, you keep that in mind and do think of some probationary period as an essential element of their clinical training.

**Hon. Mr. Parrott:** I was a little hesitant to put it on the line quite that much, but you asked my personal opinion and that's it. We are, at the same time, hoping for some input from those people concerned. I'm sure the Ontario Hospital Association will want to say something about it and the colleges. But how long, may I ask, would you think that a probationary period would be beneficial to all concerned? Would three months do it? I don't know, that's the—

**Mr. Elgie:** By the time they rotate through various services, I think you have to be looking at at least four to six months. Anything less than two to three weeks on any particular service wouldn't give anybody enough experience to make it worthwhile.

**Hon. Mr. Parrott:** We were hoping that if, say, a nurse wished to specialize a bit, it would be recognized that the full graduate with the probationary period completed would likely not be put into the specialty and assume to have been trained in the specialty. If he or she wanted to go into obstetrics, for instance, they would expect that here is a nurse who is trained generally, but will now need a month or so—and it might, of course, vary a great deal, whether it's in obstetrics, operating room techniques, or whatever. We think that the prime thing is to get a level of competency and then say to the employers if they want a specialization to do that at their own time and don't make a judgement on that particular person until he or she has had that opportunity.

**Mr. Elgie:** I think that's reasonable.

**Mr. Cooke:** Does this fit in at all with the proposals of the College of Nurses about nurses that are already in the field and re-training and competency and—

**Hon. Mr. Parrott:** No, no.

**Mr. Cooke:** When you're talking about competency, though, and when you're talking about graduating from the nurses' colleges, it does have some implications for the future and for what the College of Nurses is talking about.

**Hon. Mr. Parrott:** We see it very clearly that our responsibility as a ministry is to train the nurse to the level of competency that's expected. That having been accomplished, we then say to the college of nurses that maintaining competency should be on their re-

commendation. The recommendation to maintain competency has been strictly from the College of Nurses. It has had, to my knowledge, no input from either the Ministry of Health or from ourselves.

The College of Nurses made that recommendation and—

**Mr. Cooke:** If their recommendations are carried out, it's going to have some implications for your ministry, that's for sure.

**Hon. Mr. Parrott:** No, no. If their recommendations are to be carried out, it will require a change in the regulations by the Minister of Health.

**Mr. Cooke:** But it will have some implications for your ministry because someone will be having to provide the uptraining and the upgrading—

**Hon. Mr. Parrott:** Yes indeed. All that we've said on that is that we're prepared and willing. If and when the time comes—I want to underline that; if and when that does occur—we'll be prepared to offer those services. Our ministry is on the alert that that is a possibility and we think it would be very wrong, given the notice that we've been given, not to be prepared to supply those services.

**Mr. Cooke:** One final question under research: Are you planning any kind of research into the effects of the declining participation or declining enrolment that's occurring?

**Hon. Mr. Parrott:** I don't, but Dr. McLeod should have a comment on that. Is there anything on—no?

**Mr. Cooke:** Do you think that would be helpful, or do you think that would be warranted at this time?

**Hon. Mr. Parrott:** Let me say that I'm sure that both council of regents and council on university affairs are watching that very carefully. I've had some discussions with the chairmen on the item. I don't think that we're prepared to do a research paper on it at this stage in the game—I want to be very sure of that from Dr. McLeod's point of view. But I think that right now times are changing and we need a period of settling in, if you will, to a different environment as we find society operating in today. I'm not sure that it's the right time.

[2.45]

**Mr. Cooke:** When will be the right time? I know what happened at the Ministry of Education level, and I hope you would agree—I think even Mr. Wells agrees now—that they waited too long to set up the commission.



**Dr. Parr:** The prospects of the downturn in post-secondary education were predicted, not precisely dated, some years back. I think the community knew about it, but I don't think one can predict the precise numbers or the way in which that may balance between universities, colleges or indeed industrially based training programs. This year's downturn, which particularly hit the universities, although it occurred a year or two before they expected it, was not a surprise in that it happened.

**Mr. Cooke:** It wasn't a surprise that it happened, even though some of the advisory groups were predicting an increase in enrolment? Certainly this fall the decrease in enrolment is going to be more dramatic than last year's.

**Dr. Parr:** A downturn was anticipated in the early 1980s, I believe.

**Mr. Cooke:** Right; 1982.

**Dr. Parr:** In 1980 or 1981.

**Mr. Sweeney:** That's four years, though, or five years if you count from September 1970.

**Dr. Parr:** Since I've started on this line, Mr. Chairman, if I may, I think most people realize that where one comes near to the point at which any escalating curve turns over, there are all sorts of perturbations which arise. For instance, it was in 1972 or 1973 when there was a substantial little decline in university enrolment.

**Mr. Sweeney:** Just after you increased the tuition fees.

**Dr. Parr:** No, I don't—

**Mr. Cooke:** What's happening right now is that enrolments are declining or participation is decreasing. The effects are obviously quite important to the institutions; they could be quite dramatic. I'm just thinking of this long-term planning that we've been talking about. Wouldn't it be helpful to be looking at the problem and coming up with some recommendations as to how we can cope with it or how we can avoid it? I think it could be avoided at the post-secondary level.

**Hon. Mr. Parrott:** Yes, and I think we've taken major steps to that end. We have some real advantages in the post-secondary system that they don't in the secondary. The basis is that there's a great deal more mobility in the student population in the post-secondary field; therefore, a long time ago it was decided that we should be very cautious in adding new places to the system. Indeed, the criterion for capital funding today very clearly is that there shall not be new places added to the system.

Long in advance of when the declining enrolments were likely to be effective, we established a policy that we would not add to the size of the system. It has created some minor problems in some areas, but I think that's a good indication of one area where we were in advance. I admit, too, that it was easier for us than in secondary education. It's tough to get capital dollars out of our ministry right now for anything. The freeze went on in 1972, but in the last three or four years we've been very cautious about allowing capital to get spent—

**Mr. Cooke:** I'm not talking about expansion. I'm talking about how you're going to come to grips with the problems of operating grants, for example, as enrolments continue to decline. The small universities are going to be—

**Hon. Mr. Parrott:** I think this is a problem but we'll have to address that based on many outside factors. The size of the system is something that we could come to grips with and do something about. The number of dollars, I'm afraid, will be determined by—

**Mr. Cooke:** You don't think it would be helpful to be doing some research or to have a commission similar to the one for the secondary schools, but understanding that the problem would be different?

**Hon. Mr. Parrott:** I don't see a commission.

**Mr. Chairman:** We're 15 minutes over our objective.

Items 6 and 7, inclusive, agreed to.

Vote 2701 agreed to.

On vote 2702, university support program: item 1, support for universities and related organizations:

**Mr. Sweeney:** Before we begin, Mr. Chairman, I'd like to make a deal with my colleague opposite. I have a very long series of questions which will obviously run out the clock for the next couple of days; that in my estimation, would be unfair. I wonder if we could agree to simply alternate questions.

Excuse me, Mr. Chairman, I'm bypassing you, I appreciate that; but I hadn't been aware of this earlier or I would have discussed it with him privately.

**Mr. Cooke:** There are certain areas that we will probably each want to discuss. I'm not sure that—

**Mr. Sweeney:** We can both have supplementaries but if I go through the 15 to 20 question I've got it's going to take about three hours.

**Mr. Chairman:** Mr. Sweeney, may I make a suggestion?



**Mr. Sweeney:** And we're only talking about one vote; that's the problem. We don't have a series of subvotes here.

**Mr. McClellan:** That's your three hours then.

**Mr. Chairman:** Can I make a suggestion? Could you file the questions with the minister?

**Mr. Sweeney:** Oh, no. I want to discuss them.

**Mr. Chairman:** Oh, you want to discuss them? I see.

**Mr. McClellan:** If Mr. Sweeney wants to use the remainder of his estimates time on this vote, that's fine.

**Mr. Sweeney:** Do you want me to just go ahead, or do you want to alternate questions?

**Mr. Cooke:** Go ahead, but you have to keep in mind the hours remaining and the fact that we've got two other votes to discuss.

**Mr. Sweeney:** How much are we going to allocate to this vote then? I'll take half of it.

**Mr. Chairman:** Basically, we will finish up next Tuesday. I'm wondering, if we try to pretty well complete this vote today—

**Mr. Sweeney:** No way.

**Mr. Chairman:** —but that's only an hour and 20 minutes; that would be unfair, because it is a big vote. I'm wondering if we allocated two and a half hours to this particular vote, would that be sufficient?

**Mr. McClellan:** With an agreement to split the time?

**Mr. Cooke:** That's fine.

**Mr. Chairman:** And we would split the time. The time would be divided roughly equally between the two parties.

**Mr. Sweeney:** Is that okay with you?

**Mr. Cooke:** That sounds fine. With two and a half hours, you're talking about finishing up today with your questions on this particular vote.

**Mr. Sweeney:** Is that agreeable?

**Mr. Chairman:** Is that satisfactory to the committee?

**Some hon. members:** Yes.

**Mr. Chairman:** Go ahead, Mr. Sweeney.

**Mr. Sweeney:** All right. With respect to university affairs, Mr. Chairman, the first question I have of the minister is his thoughts about the reorganization of the system as a whole.

I'm speaking of three things. First of all, the minister will be aware that in the recent Cameron report for northern Ontario there's a recommendation there that there be an

amalgamation of a community college and a university. The minister is probably aware of the fact that Professor Desmond Morton at Erindale is already involved in a partial amalgamation, at least of credits, between Erindale and Sheridan.

The minister will remember that during the debate on the Ryerson bill, I made strong representations for the need for more institutions of the Ryerson nature, the polytechnic, and Mr. Pitman, the president of Ryerson, has made the same pitch very recently.

In other words, as conditions change, as needs change, as we have the constricting of the funding, do you have any intent to look at the way in which the whole system is organized along the college-university-polytechnical lines? Do you see any future for changing that structure, or is it going to be business as usual and let's see what happens? What are your thoughts along these lines? I think they're all possible alternatives, and I wonder where you're going.

**Hon. Mr. Parrott:** The Cameron report is an old one, to begin with.

**Mr. Sweeney:** I just referred to it because they speak specifically to this incident, among other things; that's the only reason I referred to it.

**Hon. Mr. Parrott:** I was in Thunder Bay when that thing reappeared. On that occasion, I think, the people in Thunder Bay and my ministry were expressing exactly the same sentiments. I think Thunder Bay is a good area to address an answer to your question, because in Thunder Bay I think we had the closest possible analogy to Ryerson. We had an institute at Thunder Bay, the Lake Superior Institute of Technology—I believe that was the name of the predecessor to Lakehead University—which was similar to Ryerson in many respect. Then, when the college was formed 11 years ago, there had to be some sawoffs there. I suspect, if we had gone to Thunder Bay with no history, that likely the Lakehead course approvals and the Confederation College course approvals would be different from what they are today. But you have got to start wherever you are. In that instance the institute was there, then the university, and they were offering courses in certain areas that probably today might have been established in a community college.

I am sure that even though there is not anywhere close to full agreement between those two institutions today, they are more than prepared to say, "We will work out those differences here in Thunder Bay." It isn't an easy process but they would much

prefer that. If we were going to have another Ryerson, I think that would be a prime location. But it would mean the destruction of one or other or both of those two institutions.

A better approach by far would be to allow Confederation and Lakehead to continue to negotiate their differences; and they are doing so. It was only two weeks ago that I heard from one of the people there to suggest that they had another meeting; they hadn't reached full agreement but they were working out their differences and, more important, they are working at them.

I don't think for a moment that either the people in Lakehead or Confederation College would welcome a Ryerson of the North in Thunder Bay. I think they would prefer to do what they are doing and, frankly, I think they will do it better than if we have another Ryerson and if we located it here.

**Mr. Sweeney:** Mr. Minister, you zeroed in on one specific example that I drew attention to, and I intended it only to be an example. What about the overall question—

**Hon. Mr. Parrott:** Of more Ryersons?

**Mr. Sweeney:** Either more Ryersons or closer co-operation between colleges and universities; maybe some mergers—this whole picture.

What I am trying to get at is, do you or your ministry have any long-range plans, or even some short-term ones, to structure the entire post-secondary system in a different way than what it is now, to put emphasis in a different way? Or is it going to continue as it and let them muddle along?

**Hon. Mr. Parrott:** We have long-range plans to restructure, if you will, training in the post-secondary area. It means, as we talked about previously, an upgrading of our non-institutional training programs. I think you have to put it in that context.

I don't know whether we are on the same wavelength yet or not. I don't see more Ryersons. I think it would be very counter-productive right now to have more Ryersons, because I think the price we would pay would be the destruction of one of our institutions, and likely in one of the smaller communities. That would worry me a great deal. If we could put another Ryerson in place, it would have some real merit; but I think the price we would have to pay for that today would be greater than I am prepared to pay.

It is a far more important that we say there are two areas where we want a better interface. One is between the post-secondary

system and the secondary system; that is in place or about to be. The other one, which we don't have as much guidance on—and I would ask either Mr. Wilson or Dr. Parr to make some comments—is the interface between the college and university systems.

There is no doubt that this government originally established the college system with quite a positive attitude that it was not to be a junior college system. I don't think you are advocating that—

**Mr. Sweeney:** No.

**Hon. Mr. Parrott:** —and I am not trying to imply that. We said originally, and continue today to say, that the two systems must be separate. That is fundamental. If that is true, then there is probably not too much room for something in between; and I guess you could assume that Ryerson is in between the two systems. Whether that is a fair and apt description, I don't know; Dr. Parr may want to comment on that.

[3:00]

I am worried about establishing more Ryersons because of the effect it would have on the other two systems. I think we have a great deal to do in a co-operative sense between the college and university systems and I would like to leave that to them. That is, to explore the possibilities of credits from the one system to the other but not make the one system dependent upon the other.

**Mr. Sweeney:** Therefore, as it appears that times and needs are changing, you don't seem to be giving me any indication that you are prepared to adapt with them, because you are not saying that or you are saying it in a different way.

**Hon. Mr. Parrott:** No, I do not think that is quite fair to say.

**Mr. Sweeney:** That is what I am hearing though.

**Hon. Mr. Parrott:** It is not a matter of not adapting. I am saying that I think the establishment of more institutions now would only occur if we destroyed some of those that presently exist. If that is my choice, and that is the only choice available, then I will stay with the status quo.

**Mr. Sweeney:** Did I hear you correctly when I referred earlier to the experience between Erindale and Sheridan, headed up by Professor Morton? Did I hear you say that you had no objections to the sharing of credits between those two levels of post-secondary education? I thought I heard you say that a minute ago.

**Hon. Mr. Parrott:** That is correct.



**Mr. Sweeney:** If the two levels can work out their own arrangements, then you are simply going to stand back and let them do it. Is that what you are saying?

**Hon. Mr. Parrott:** Encourage them.

**Mr. Sweeney:** That is an added dimension. Would you elaborate on that, what do you mean, "encourage"?

**Hon. Mr. Parrott:** I think that as there is a need for the excellent co-ordination of programs between the secondary and the post-secondary, to make sure that there is not overlap on all of those things we have been trying to address in the Interface study, it is equally true that we should make sure the two systems are in complete communication on what they are trying to develop.

Let me take engineering technology, as a good illustration, and that is a wide range. I could see that whether you are going from the college system to the university system or from the university system to the college system I think you know that that is happening quite a bit today. It would be unfortunate if we view those two systems in complete isolation. I would hope that there is enough flexibility in admission requirements, in course program approvals, et cetera, that they could give credit to the student's previous experience, and not set up a new system to address that problem, but have the two systems work together in such a way that the student is not disadvantaged by having gone into one stream and then, when he or she decides to go to the other stream, none of the previous experiences have credit or value.

**Mr. Sweeney:** Have you voiced that encouragement?

**Hon. Mr. Parrott:** The deputy reminds me that in engineering and business that is frequently occurring now, perhaps more than even I realize. The concept is certainly an easy one for me to support but I thought we started off to address the problem of whether or not we were going to have three or four Ryersons in Ontario.

**Mr. Sweeney:** That is one form of restructuring; closer co-ordination and co-operation between the two existing wings would be another form of restructuring.

**Hon. Mr. Parrott:** That is the one that I would go to.

**Mr. Sweeney:** Okay. Mr. Minister, coming to the overall topic of declining enrolment and the remarks that have been—quotation marks, underlined—alluded to you. I read the news report and I am not really sure what you were trying to say.

**Hon. Mr. Parrott:** Which one was that?

**Mr. Sweeney:** About the possibility of some universities closing.

**Hon. Mr. Parrott:** May I explain that a little bit?

**Mr. Sweeney:** I have some questions but I think in all fairness we should get an explanation as to what the event was.

**Hon. Mr. Parrott:** Let me take two minutes of your time and recount the circumstances of that day.

I was enjoying a Saturday or Sunday afternoon in old clothes when the Star reporter called me. That was fair enough. I thought we had a very leisurely time.

**Mr. Sweeney:** Do you want an extra two minutes?

**Hon. Mr. Parrott:** No; you raised the question. We had a very pleasant conversation and I was rather surprised by the headline. As I reflect, and try to recall the way that was in the paper, if you go to about the third to the last paragraph, you'd get the very accurate comments of mine.

The one word that I am not sure they accurately reported was the word "excited"; as I recall it, I said "interested." I am not sure. I think on some days I should have a tape recorder on my home phone. I thought I used the word "interested." I know I am guilty on many occasions of transposing words. But let's assume that I did use the word "excited" rather than "interested" for the moment.

I was clearly saying, and I think it comes through in the latter part of the article, it was one thing for OCUA to raise the question. It would have been quite a different thing had they made a positive proposal. That was the point I was trying to make with the reporter. OCUA had raised the question that maybe we are going to have to consider closing the smaller universities.

I would have been very excited—I will use that word again; I think I said "interested."

**Mr. Sweeney:** You mean "agitated"; excited that way?

**Hon. Mr. Parrott:** No. I would have been really very interested, and I really think that is the word I used, in hearing which one they would propose.

I don't think there is any likelihood that they will ever come down and say, "That is the one." They will say, "Mr. Minister, why don't you make that decision"? Not that I don't respect my council but they recognize the delicate nature of that proposal.

All I was trying to indicate to the reporter that day was, it is quite a different thing to



ask the question than to give the answer. There was nothing wrong with OCUA raising the question. It is a question that is very pertinent that must be raised today.

I know how I personally feel about it, I don't blame council for raising the question, and, indeed, I don't blame you for raising the question. I think it is a very pertinent question in today's society, but the headline on that particular article sort of inferred that I was proposing that's not a bad idea, why don't we get on with it.

That was anything but the truth and anything but what I was trying to project at that time. As I said, if you read the bottom of the article that comes through. All it was, was a question raised by OCUA. I have been long on that answer.

**Mr. Sweeney:** Within the ministry itself, Dr. Parr mentioned this before, you have some long-term sense and I realize, looking at the graphs, the OISE graphs, the OCUA graphs, and things like that, everyone has predicted that by 1982 there would be a downturn in enrolment. At that point in time you must have some sense of where things are going to go.

Are you considering closing some universities? Are you considering dropping some faculties from the larger universities? Are you considering alternative uses for those university spaces?

That is the context in which I am asking this series of questions. Where the blazes are we going in Ontario as the normal participation group tends to decline? Now we have the abnormal situation—I would still call it that—of a reduction in the participation group considerably earlier than anyone predicted.

What are your plans? Where are you heading for? What do you see in your crystal ball?

**Hon. Mr. Parrott:** I guess my age will start to show a little bit in reply.

I remember when I was attending Varsity, we were the biggies. What was our population then—12,000? I also remember that Western clobbered us almost every year on the football field and they had the huge population of 2,500. As a matter of fact, Western and Queen's thought they were pretty good universities in 1947. I rather thought they were too. They were 2,500 or 3,000 strong. What is my point?

In round figures our smallest universities today are 2,500 to 3,000 in strength. If it was possible to have a good university at 2,500 to 3,000 in 1947, I am unconditionally convinced it is possible to have a good university

at 2,500 to 3,000 in 1978. I am also unconditionally convinced that it is terribly important that the 15 universities in this province stay in place, period. There are going to be some hard decisions that must be made to ensure that occurs.

It is an area we have discussed with the committee of presidents and we have discussed with the council; we had a lot of discussions on that. I don't have all the answers of how that is going to be but there is no doubt in my mind, and I am not sure that Mr. Wilson and Dr. Parr aren't worrying a little bit about how I am saying this. But let me be very political on this occasion—

**Mr. Sweeney:** That's why I want you to say it one way or the other.

**Hon. Mr. Parrott:** —I think it is absolutely essential that those small universities stay in those communities, and I'll do everything in my power to keep them there. I want to be very sure of that. But, you see, that's going to require some really strong adjustments within the system, and I think if these debates are read by anyone other than ourselves—they will be read by the people in Trent, Brock, the University of Toronto—

**Mr. Sweeney:** Oh, they will be; right.

**Hon. Mr. Parrott:** —the system itself, not just our advisers, that is the collectivity of the universities, is going to have to address some changing patterns. If they don't, we've got a very large problem in this province and one on which my first determination would be to make sure that those universities stay where they presently are.

I'm convinced a university of 2,000 to 3,000 students can be a very viable institution. I'm sure you agree with that because I think you believe Wilfrid Laurier is a very good university at that size today, and they put an upper limit of growth on their size of 3,000. I remember in one of my very first discussions with Dr. Peterson he said, "What do you think of that upper limit of growth?" I think it's terrific.

**Mr. Sweeney:** Okay, I'm very pleased with that answer. I concur. I would rather have a larger number of smaller universities than a small number of very large universities and I think I'm hearing you say that.

What other alternatives are you considering? You've got to do something. I mean, you can't just stand pat with the system as it is now. There's going to be some impact. Are you going to reduce the size of the larger universities in some way?

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** Are you going to attract a different type of clientele into the same spaces? What's your vision?

**Hon. Mr. Parrott:** Okay, I think I've stated it very clearly—

**Mr. Sweeney:** You can't just say things are going to go on as is because that won't work.

**Hon. Mr. Parrott:** I thought I laid the groundwork pretty positively on my vision for the system. How am I going to make those adjustments? First of all, I feel very encouraged that on at least three occasions in the last six months, the people who will have to make those decisions have met with me in very frank discussion, and we agree the answers aren't particularly clear today.

**Mr. Sweeney:** Could you share the outline with us without the details?

**Hon. Mr. Parrott:** Outline?

**Mr. Sweeney:** I know there's a certain amount of confidentiality—

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** But where do you see it?

**Hon. Mr. Parrott:** I think this remark will probably be slightly misinterpreted, but, let me give you a thought that was presented to me. I won't identify by whom, but it's a possibility that was presented to me.

The thought was simply this: If the ministry makes the determination, it will be applied across the board to 15 universities, all equally. A lot of people will drag their feet because that's the big hand of government saying "you must do". "We think," this particular person who is a president of a university said, "that we could probably work out one with another, ourselves with another university, some patterns that would be to our mutual advantage that would let us cope with the problems we face today." And I said to him, "God bless. I understand that point very well."

I don't want to use the specifics because you can get hung up on it. But I see that as a good principle, that two universities could very well get together and make a solution to a particular problem that would be to their mutual advantage rather than one rule applying to the total system. And another two could take another approach and solve another particular problem that would exist between them.

I guess I'm saying two things: We don't run the system, and therefore, much as it makes sense to turn to the minister and say, "What is your position?" I'm not trying to cop out when I say I am turning to the university system and saying, "What is your

system and what can we do together?" That's the road that I see us going down. I do believe that in the last three or four months we're seeing a changed attitude, and Mr. Wilson says it very well. Mr. Wilson, you'll have to check me on this one. The first stage is when nobody's believing these facts; you know, they say, "It can't be." The second stage is, "My God, they're serious." Third, and Mr. Wilson says I can't say it, a blue funk sets in.

[3:15]

**Mr. Sweeney:** A what?

**Hon. Mr. Parrott:** A blue funk. Don't ask me to define what a blue funk is, but that's his term. I think what he means by that is total depression.

**Mr. Sweeney:** Okay. He was talking about that yesterday.

**Hon. Mr. Parrott:** Not total, but a large depression.

Then the fourth stage is the important one, and there are four distinct stages. The community then says, "There is no sense in us going around beating our breasts and saying how bad it is." That's the next stage and the important one. What I see signs of right now, at our last two or three meetings, have been, "What are we going to do?"

I think the very statement, that perhaps was made here today more unconditionally, that some are going to say that the minister is going to say to the university systems, "You must work out some of these problems yourself. Size isn't the only criterion. Some of those things are now on the table—accept it."

I believe the university system is starting to think in those terms, and after all, they do have a corner on the market for expertise. I think they can solve these things.

I'm not asking them to do the impossible. I know that money is important to them, but there are some adjustments that only they can make, unless we decide to go the route of one University of Ontario. I have no taste for that at all. In other words, the government would run it.

**Mr. Sweeney:** Okay, the third part of the same question then: do you have any sense or any vision of trying to attract a different clientele into the institutions? For example, worker sabbaticals. There are other variations—maybe a greater emphasis on part-time, given different kinds of incentives.

**Hon. Mr. Parrott:** Certainly I would agree with part-time studies. We're finding it difficult to assist part-time students. In addressing the problem of student aid, one of the most difficult problems for us to address was how



to help a part-time student. The first principle you'd like to operate on is that the part-time and the full-time student should have equal benefits, equal opportunities. But they're not starting from the same base, so you almost have to throw that one out. You have to have different programs. The comparison between the two programs gets you into trouble.

I would encourage part-time study—no question about that. I have said so on many occasions. But after having said I would encourage it, when somebody asks me how, it gets difficult. I'm saying that to help a part-time student with student aid is difficult. It's difficult to have the rules applied that way.

I think that what Dr. Ross was saying was that it's important that the universities relate to their communities and go out and show confidence and credibility in the community and attract either from industry or from the private sector, meaning individual applicants to take part-time studies. They've got to sell themselves in the community and only the universities can do that. I can't sell them. It's just an impossibility. I guess in many ways I put the onus back on the universities.

When it comes to capital—and this is off the subject a little bit, but I don't think too far—I've had industrialists say to me, "When we got out of assisting universities, other charitable organizations moved in. Quite frankly, we're reassessing that. We're not convinced that the other charitable organizations were quite as worthwhile as the university community. We think we can see ourselves returning to that field."

There are all kinds of areas now—Queen's, Brock, I guess one or two others—where industries want to be assured that if they give money to the institution that it won't be at the loss of government dollars. They want it to be an add-on. That's a good sign. I think it's a sign that the universities and the community recognize each other's importance and I think that will attract part-time students, I think it will attract support and I think it will, indeed, attract support on the part of government as well as on the part of the private sector.

**Mr. Sweeney:** Mr. Minister, you said you'd like to do more for part-time students. I understand that their association has made some very specific recommendations to you. For example, they indicate that they're being faced with what they feel are unnecessary, unrealistic prerequisites which are almost impossible for them to get, compared to full-time students. They cited one example in terms of admission that according to them—

and I haven't had a chance to check this—nobody with a part-time student background will be admitted into a school of dentistry. You probably know that better than I do.

**Hon. Mr. Parrott:** I know the part-time students won't like to hear this, but if you carry that sequence through, it's nearly impossible for a person to complete dentistry on part-time studies. It shouldn't be, in theory, but in practice it is.

**Mr. Sweeney:** Oh, excuse me, Mr. Minister, my understanding wasn't that they would do their dentistry program part-time but if they had a part-time background they wouldn't even be admitted to the course.

**Hon. Mr. Parrott:** A part-time background in what?

**Mr. Sweeney:** If they got their first year or two of BA through part-time studies. You don't walk right into a dentistry course; you have to have pre-dentistry before you are admitted to the college.

**Hon. Mr. Parrott:** Oh, that's a matter of admission policies.

**Mr. Sweeney:** Yes, but that's kind of curious.

**Hon. Mr. Parrott:** I have consistently said over the years that admission policies should remain with the universities. I'm still convinced that's true. I don't want to establish admission criteria for the universities of Ontario.

**Mr. Sweeney:** But if we really want to try to attract another level of clientele into the universities, that type of admission policy drives them away. I grant you, that's only one specific situation. The other one is about prerequisites; in other words, what the part-time student seems to be telling us is that they're treated as a different breed altogether, and they say unfairly, even more so than the full-time students are.

**Hon. Mr. Parrott:** But that's a dialogue that must occur between the institutions. After all, if it's dentistry it's only two schools. I think that's a dialogue that could occur between the part-time students.

**Mr. Sweeney:** That's only one of several concerns.

**Hon. Mr. Parrott:** Sure it is.

**Mr. Sweeney:** It's the accumulation of all of these.

**Hon. Mr. Parrott:** I think there's a better vehicle for them to express their concern than to me, and it's to the COU. That is a matter that I think should stay in their hands. It would be so easy in my enthusiasm or, indeed, accepting your advice, to erode the



responsibilities of the university. I see that as a very serious potential problem. Not that you're not well-meaning. Not that I'm trying to cop out, but it would be so easy for us, in our well-meaning efforts, to erode the responsibilities of the universities. I don't want to do that.

**Mr. Sweeney:** What about the other area that I talked about, motivation encouragement for more worker sabbaticals as a whole new field of clientele, as the traditional 18- to 24-year-old starts to decline?

**Hon. Mr. Parrott:** Sabbaticals of faculty numbers?

**Mr. Sweeney:** No, no, I'm thinking of people who never had a chance to get a university or college education are now provided with some assistance and encouragement and programs are set up at different times during the year so they can take access to them.

For example, almost every industry has certain times during the year when they turn down, when their production is low and people are either put on short hours or laid off. Are you looking at that as a whole new base of clientele, meeting two different kinds of needs, meeting the needs of those people who probably couldn't get a post-secondary education in any other way and, at the same time, using the facilities that you've got available more productively?

**Hon. Mr. Parrott:** I think there are two or three universities in our system—

**Mr. Sweeney:** It's just one example. There's a whole new schooling needed in that area.

**Hon. Mr. Parrott:** I won't name them but I think we both know that there are two or three universities that are perhaps more active and more successful in using their facilities the year round than others. I think their very success in these programs will likely have a very strong steering effect on the rest of the system.

**Mr. Sweeney:** It doesn't seem to.

**Hon. Mr. Parrott:** With respect, the old adage, "If you can lead a horse to water" has to apply to a very marked degree here. I can make my views known, yes, but I can't and don't intend to force. I have spoken a long time on this and haven't given Mr. Wilson or Dr. Parr a chance to express the ministry position. I don't know whether you wish to add or not, sirs? No? Does that mean I'm in a lot of trouble?

**Mr. Bounsall:** Oh, have you ever got the minister brainwashed.

**Hon. Mr. Parrott:** One of us is redundant, is what you're saying.

**Mr. Bounsall:** All three of you maybe.

**Mr. Sweeney:** Can I move on to another issue altogether? That's the whole question about northern universities and there are two reasons for this question: the first one, of course, is the recent Whiteside report with respect to Algoma, and the second one, as you say, the re-emergence of the Cameron report. Specifically, one sentence or even one part of a sentence caught my eye again on the Cameron report. If I may quote it here, it mentions needs for change, et cetera, in the north "that will respond to the needs of the north more than the logic of systems developed in and for the south."

We were talking about the Whiteside report and the need to look at Algoma in its special context, the need to look at the whole question of northern post-secondary education in its own context with a different set of ground rules from southern Ontario, ground rules that would recognize, for example, you can't have the same kind of accessibility because of lower numbers, because of greater distances, that you might have to accept the fact of higher per-pupil costs because of their built-in differences, all of these kinds of things.

What I'm looking at, Mr. Minister, is how seriously did you take the Whiteside report? I know what your final decision was—the five-year moratorium. How seriously do you take the recommendations of the Cameron report? How seriously do you view the special needs of post-secondary education in northern Ontario as quite distinct from those in southern Ontario because of quite different conditions? What are your long-term goals for post-secondary education in northern Ontario? The whole bag. Where are you at with it? Where are you going?

**Hon. Mr. Parrott:** I think we're recognizing that the northern grants are a pretty adequate mechanism to reflect the additional costs in northern Ontario. At least the mechanism is there. You could always argue whether they were adequate or not, but we can go around that circle time and time again, but the mechanism is there and so the principle has been agreed that there are additional costs in the north for these institutions. We recognized in our student assistance program the different costs that are associated with the students attending those universities as individuals, so in several ways we have tried to compensate legitimately and logically for the problems of distances and other factors in the north.

Regarding per capita—and I don't know whether Mr. Wilson could give me this in-

formation or not—I have never even asked the staff this question before: what the per capita ratio is of university space in the north to the south. I suspect we have as much space per student and per capita in the north as we have in the south, but I don't know that. I think that follows along with what you are saying; are we prepared to make sure that the facilities are adequate north and south?

**Mr. Sweeney:** Based upon different premises, Mr. Minister, what I'm trying to suggest, and I think you are aware of it, is that the sort of ground rules that you apply in southern Ontario—no, let me put it the other way around: the ground rules you apply in northern Ontario should be different from the ones you apply in southern Ontario. My concern when you talk about these supplementary grants of various types is that OCUA seems to be getting more and more reluctant to keep applying them, so I'm not even sure whether that is the answer or not.

What I'm asking for is, have you developed or are you in the process of developing a different way of viewing providing post-secondary services in northern Ontario, being more lenient in your demands than you are in the south, just because of a different set of conditions?

**Hon. Mr. Parrott:** What kind of demands? You're not talking about academic standards?

**Mr. Sweeney:** No, no.

[3:30]

**Hon. Mr. Parrott:** Then what kind of leniency in what areas?

**Mr. Sweeney:** Okay, let's put it this way,—in my judgement it's obviously going to cost considerably more to provide post-secondary education at a comparable level in the north than in the south, because of greater distance. In other words, you're going to have to be willing to accept smaller enrolments, all those kinds of things.

**Hon. Mr. Parrott:** We have some of those policies. Some of those policies are already in place.

**Mr. Sweeney:** One of the specific examples I'm thinking of is that the Whiteside report advocated closing. It was simply saying it's not financially viable. In my judgement, he's saying it's not financially viable on using the guidelines that we have in the south. But if you have a different set of guidelines in the north, maybe it becomes financially viable. That's the sort of thing.

**Mr. Wilson:** I would point out that there is a special program in the north for students where, if they're more than 75 miles away

from one of the institutions, a class that obtains at least eight students will be paid as if it were teaching 15, which gives a special incentive to get to the remote areas. That's been quite successful. Naturally, there is pressure to bring it down even lower than that, but that's been in place for some time.

The northern grant, which provides roughly 10 per cent of the previous year's operating income as a buffer—not as a buffer, but as an excess supplement to the north—I believe Cameron felt that this was really most adequate. If memory serves me correctly, Cameron estimated six per cent. The advisory council has been using 10 per cent. Around six per cent, I believe, was the Cameron number.

**Mr. Sweeney:** Are you referring to the northern allowances, the special northern allowance?

**Mr. Wilson:** The northern allowance, yes. When it comes to space, you'll find that the two major northern universities are at about the top in terms of space availability. They have had more space per student made available. That's about the best measure we can get.

Laurentian in 1976-77, which is the last year for which we have a space inventory, had the highest space availability per student. Lakehead ranked about fifth, but there were pretty complex universities in between—Queen's, Toronto and Guelph, all of which have a lot of intensively used space for professional programs, two of them being medical schools, one with a veterinary college and an agricultural college. So the space facilities provided to the north have been fairly good.

I would add even further that the structure of Laurentian was not entirely haphazard with the satellite, if you want to call it that, relationship with Nipissing, Hearst and Algoma. It was designed to help accommodate the special problems of the north and not to be a mirror image of institutions in the south.

**Mr. Sweeney:** I would suggest there's a parallel right here in Metro Toronto with the University of Toronto on the one hand, and Erindale and Scarborough on the other. It was to meet a particular set of circumstances, so it's not that unique in a sense.

Okay, maybe what I'm gunning for, Mr. Minister, is some kind of assurance that when you're faced with "hard decisions" dealing with post-secondary education in northern Ontario you will take it from the point of view of their particular set of circumstances, rather than using southern Ontario guidelines,



limitations, standards—whatever word you want to use. Could I ask you for that?

**Hon. Mr. Parrott:** I think we've tried to build the case that we've already done that and there is no anticipated change in policy.

**Mr. Sweeney:** The institutions in the north need not be concerned that you will view them in the same way as you view the south; in a negative sense, that is? In other words, they're concerned about being compared with an unequal. I don't mean unequal in quality—unequal in size and clout.

**Hon. Mr. Parrott:** You're saying to me, do I see some day down the road that the northern universities will be funded on exactly the same basis as the south?

**Mr. Sweeney:** I guess so.

**Hon. Mr. Parrott:** The answer to that is no, I think they'll always be funded separately and differently, to some degree.

**Mr. Sweeney:** They can expect that you will always—we can't say, because I don't know what your successors are going to be like, but there will be something built into the ministry that will give them some kind of assurance that they will be perceived within their own environment, their own context, rather than within some other?

**Hon. Mr. Parrott:** Yes, I don't—

**Mr. Sweeney:** I'm obviously reaching for an assurance, and I don't know whether you can even give it.

**Hon. Mr. Parrott:** Let me put it as positively as I think I can and place it on the record. Both council and myself recognize that there are extenuating circumstances of running a university in northern Ontario that deserve additional support—period. I can't be more precise.

**Dr. Parr:** The additional ones are those in the south; not additional to what they've already got.

**Hon. Mr. Parrott:** Oh yes, the deputy makes a good point. We were talking south compared to north.

**Mr. Sweeney:** Oh, yes.

**Hon. Mr. Parrott:** And those remarks were delivered in that context.

**Mr. Sweeney:** Yes. That's the context in which the question was asked.

**Hon. Mr. Parrott:** Sure, as long as that's very clear, and I think it was.

**Mr. Sweeney:** Yes.

**Hon. Mr. Parrott:** Now, if the south says, "We're not getting enough," and the north joins them in that course, that's quite another question.

**Mr. Sweeney:** Yes. Fair ball. Okay, time is flying. Can I go on just for a minute to a couple of questions that the faculty people are concerned about?

We raised this one last year and I understood you to tell me—I'm sorry I don't have the exact words here—that you were looking into it. It's this whole question of faculty pensions and mobility and perhaps a different way of the government being involved in it, maybe something similar to the way in which they're involved in the teachers' superannuation fund. Can you give me an update on that? Has anything changed?

**Hon. Mr. Parrott:** Something fairly significant happened at Guelph. Mr. Yen?

**Mr. Yen:** As far as the pensions are concerned, at the present time the royal commission on pensions is looking into every pension plan in the private sector as well as the public sector. So in the ministry at the present time, we cannot do anything until such time as the royal commission has come up with a report.

The ministry is quite aware of OCUFA's complaint on the solvency of the different plans. But on the other hand, under the Pension Benefits Act these plans are evaluated every three years, and, so far, any experience deficiency has to be made up within five years. So there is enough of a safeguard, as far as the pension plans are concerned at the present time.

**Mr. Sweeney:** I'm sorry, I didn't understand that last comment, the three years versus five years. Would you explain that again?

**Mr. Yen:** The plans are evaluated every three years. Any experience deficiency has to be made up within five years. That is the present legislative requirement.

**Mr. Sweeney:** Is there any intent, Mr. Minister, to bring the university and college faculty people into a plan similar to the teachers; an overall funded program which would give them unlimited mobility at least within the province of Ontario and, I understand, most of the Canadian provinces? Do you have any thoughts along that line? Do you think it's a good idea or a bad idea and why?

**Hon. Mr. Parrott:** I think the problem is that in the secondary system, we have so much more direct relationship with them that it was logical back then to ask the province to look after that particular plan. I think under the plan that's in effect now, within the university system, it is quite possible for them to have that joint portability, or at



least to discuss portability. We're not their employers; therefore, I don't think we should be expected to negotiate those kinds of items with them; not on their behalf, but with them. We're not their employers.

**Mr. Sweeney:** Mr. Minister, the elementary and secondary school teachers of the province are not the employees of the Treasurer either—and he has made that very clear in a number of cases. They just do it, not that they necessarily should or must.

**Hon. Mr. Parrott:** But I'm sure you would agree the relationship of the government to the secondary system is much closer than the university system.

**Mr. Sweeney:** In terms of funding, the provincial government pays something like 53 per cent at the elementary and secondary level, but at the post-secondary level you pay close to 80 to 83 per cent.

**Hon. Mr. Parrott:** Yes, but you know and I know that in the good days when you were the director of education for a certain county near Oxford, a board had something to say about those things, and they were elected people and they had their own council.

**Mr. Sweeney:** But you have boards for colleges and universities.

**Hon. Mr. Parrott:** But not elected. I'm simply trying to make the point that the university system is quite different from the secondary system. It's such that today I don't see us getting into a pension plan run by the province for the faculty of Ontario universities.

**Mr. Cooke:** It sounds as if you were making a case back there for less autonomy for universities and more autonomy for school boards. You were saying they're elected and the boards of governors for universities are not elected.

**Ms. Gigantes:** Yes. Your argument is self-defeating.

**Hon. Mr. Parrott:** I don't understand that logic but if you're right—

**Mr. Sweeney:** There are all kinds of those.

**Hon. Mr. Parrott:** Pardon?

**Mr. Sweeney:** You want to look for them; inconsistencies.

**Hon. Mr. Parrott:** Are you proposing that we have elected boards? I don't know what we're trying to prove in this particular debate right now. I'm not sure I'm following your suggestion, that we have elected boards to the universities? That's a long ways from where you started, Mr. Sweeney.

**Mr. Cooke:** You were saying the relationship between boards of education and the

Ministry of Education is much closer than between the universities and the Ministry of Colleges and Universities—

**Hon. Mr. Parrott:** And don't you agree?

**Mr. Cooke:** No, but that's not the point. Your explanation of it just didn't add up at all.

**Mr. Sweeney:** I don't necessarily agree either.

**Mr. Cooke:** Your explanation didn't add up at all.

**Hon. Mr. Parrott:** Well, what do you want me to say, that we are going to be giving a program? No, we're not, if that's the answer you're looking for. I've got a little lost in this whole exercise, quite frankly.

**Mr. Cooke:** We seem to be getting off the point.

**Hon. Mr. Parrott:** Yes, I think we are.

**Ms. Gigantes:** I'm a little lost myself.

**Hon. Mr. Parrott:** That may be possible, but I'm not sure what the question was.

**Mr. Sweeney:** Okay, let me give you another side of the same question or at least repeat another side of it. Is there any movement from within the ministry to encourage the various institutions to bring their plans closer into line so that it would be possible, even outside the ministry, to have greater mobility? Or is that something you're leaving entirely to them? Are you doing anything in that direction?

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** The answer is no?

**Hon. Mr. Parrott:** I think it's their responsibility.

**Mr. Sweeney:** Okay. There's currently a study going on, jointly sponsored by COU and OCUFA, with respect to long-range career planning for faculty. To what degree, if any, are you involved and what are your thoughts on it?

**Hon. Mr. Parrott:** I'm not aware and staff isn't either.

**Mr. Wilson:** Unless you're referring to the faculty mobility study, which is under way by OCUFA, but I wouldn't quite class it as long-range career planning, as such. It's merely studying the degree of mobility that does indeed exist with faculty members that are out there or have been there in the last few years. It might form the basis of something later on.

**Mr. Sweeney:** I'm sorry I didn't bring it with me; I just simply assumed you people would be aware of it; that's why I didn't bring it with me. I'll have it for the next time.

But as I understand it, it's much broader in its concept than that. They're concerned about new people coming into the system, whether people should retire earlier, whether they should be a joint university business transfer back and forth—all of these kinds of things. It's career planning in the broadest sense of the word. And, obviously, mobility is part of it but it has more to it than that. I gather your lack of knowledge means you are not involved in any way whatsoever.

**Hon. Mr. Parrott:** That's right.

**Mr. Sweeney:** Okay. There has been some talk that university faculty people are overpaid, or however you want to put it, and yet the statistics from both COU and OCUFA—page 11 on COU and page 16 on OCUFA—would seem to indicate that in comparison with comparable bodies in our society, not only are they not overpaid but in fact they are being underpaid at a continuing rate. Do you have any concern about that and what it will do to faculties as a whole, why they encourage some of the best people to go to greener pastures? What do you feel about that?

**Hon. Mr. Parrott:** Where would you think they might go to get better salaries?

**Mr. Sweeney:** I think some of the best people could leave the schools and go into industry.

**Hon. Mr. Parrott:** That will always be a fact of life. Then you make some tradeoffs on what you want. There are some real advantages to being on faculty. I don't think the greener pastures will be south of the border, not for money.

**Mr. Sweeney:** It could be that some of them are going for money.

**Hon. Mr. Parrott:** No, I am sure that the faculties are more generously recompensed here in Ontario than in the United States.

[3:45]

**Mr. Sweeney:** But at the rate things are going right now that may not continue to be the case.

**Hon. Mr. Parrott:** They've got quite a gap to catch up. Let's worry about that a few years down the road, not tomorrow and not next year because it will take a lot longer than that.

I've read some startling things in the United States press recently. I think it's in California where they are talking about cutting property taxes by 50 per cent. There are some moods out there right now that say very clearly "No more taxes, no more taxes." That isn't quite directly related to the university

community but I'm simply saying that I doubt very much if in tomorrow's world you will find that our faculty will be moving to the United States; I don't think so, for monetary reasons. We will always have the problem of faculty going in and out of the private sector here in Ontario. I'm not too sure that isn't a good thing for both the private sector and the faculty.

**Mr. Sweeney:** So the disenchantment of faculty people who watch their salaries, compared with others outside of the university, doesn't seem to concern you?

**Hon. Mr. Parrott:** It's a game that everybody participates in. I can remember sitting around this House with a member who happens to be sitting in this very room, telling me—and rightly so—that the dollars that he or she happened to be paid here are not quite equal to what he or she could have received in the private sector. We chose to be here. It was our decision. I don't think we can forever say, "Well, now, I'm here; therefore, I need X number of dollars because I was worth that much in the private sector." I have a very clear choice—be a member or go back to the private sector, and that will be true of faculty.

**Mr. Sweeney:** Mr. Minister, when just about everyone else outside of the university is getting increases of six per cent plus and the faculty are getting increases of three and four per cent, do you not feel some sense of injustice that something is really getting out of whack and wonder how long can it go on before you get a cancer starting?

**Mr. Wilson:** I think you have to look back more than one year to get this kind of comparison. We've actually been—as you can appreciate—into a lot of discussion around this. If you take faculty salaries since about 1971-72 they may not quite have matched the consumer price index. If on the other hand, you go back to 1967-68—

**Mr. Sweeney:** That's too much.

**Mr. Wilson:** Well, that all depends whether 1971-72 was a particularly good year or a bad year and it happens to be in the opinion of many a very good year for faculty, where they were at a pretty elevated level. So since then, there has been a slight drop behind the consumer price index. This current year is tough but if you look at the 1975-76 to 1976-77 increase, the average was 10.3 per cent, as reported to Statistics Canada and by the university faculty people themselves. They did see between 1975-76 and 1976-77, the last year we had complete data, a 10.3 per cent year-to-year increase on average



salaries. By the way, the average salary reached a level of \$26,370 that year.

**Mr. Sweeney:** How does it compare with outside the university?

**Mr. Wilson:** You've seen the tables in the COU brief. I have a rather personal complaint there: They put the NA against the assistant deputy ministers—and we dropped a fair amount behind.

**Mr. Sweeney:** I suspect that some of them wouldn't mind being frozen at that level.

**Mr. Wilson:** I would be frozen at a dean's level too, sir.

**Mr. Sweeney:** That's not a fair comparison and I won't pursue it.

**Mr. Wilson:** Well, the whole table is rather unfair in many ways.

**Hon. Mr. Parrott:** I think all of us worry about using statistics to prove our case, because you proved your case with one set and I'll run away and find another set to prove mine; you'll come back and find a better set, and we'll go on forever.

**Ms. Gigantes:** You can't work it by poetry.

**Hon. Mr. Parrott:** Then why did you react so strongly when we decided to use three or four years in advance of 1971, because you knew it didn't suit your purposes; it suited ours—and that's the point I was trying to make. Each of us tends to use statistics that makes the point for us and that may be just as illogical as using poetry.

**Ms. Gigantes:** I think it makes some sense to compare different people's statistics.

**Hon. Mr. Parrott:** Then I suggest to you we compare always bananas and bananas and not just use the figures, the statistics—

**Ms. Gigantes:** We don't need little lectures from you on how relevant statistics are.

**Hon. Mr. Parrott:** You interjected, I didn't.

**Mr. Sweeney:** May I move on to another topic—the whole question about Canadian studies? I understand that the Symons report is being studied. I understand that, among others, Professor McMullen of the University of Waterloo is doing an internal report and, if I remember the quote correctly, "partly sponsored by government." Where is this whole thing at? Where is the Symons report on Canadian studies, the government report?

**Hon. Mr. Parrott:** I think it was funded by the government. I don't think we had any dollars in that at all. It was entirely AUCC.

**Mr. Sweeney:** It says government sponsored; does that mean the same thing?

**Hon. Mr. Parrott:** Yes, but not provincial sponsorship.

**Mr. Sweeney:** What is the provincial government's present status on the Symons report and all it implies. I haven't heard very much about it lately and there was a great heralding when it first came out. Now it seems to have disappeared.

**Hon. Mr. Parrott:** Yes, there was a lot of debate about the Symons report about three years ago.

**Mr. Sweeney:** What has happened since then? Where are we with respect to Canadian studies in universities, Canadian faculty, and that whole business—that whole question about Canadianism in our universities?

**Hon. Mr. Parrott:** I think it got lost in the debate on Canadian unity.

**Mr. Sweeney:** Shouldn't it be all the more heightened now? Wouldn't that be one of the contributing factors to it? Can we afford to let it get lost? That is really what I am shooting for.

**Hon. Mr. Parrott:** One of the things we can say of a positive nature on that subject matter is what we are trying to do with regard to Canadian faculty, and to promote as best we can from the ministry, the employment of people trained here in Canada in faculty positions.

**Mr. Sweeney:** If we end up with 90 per cent Canadian faculty who are teaching an excessive amount of American literature and American economics, ad infinitum, have we really moved very far? Don't the two of them have to go hand in hand?

Let me give you a concrete example, Mr. Minister. Something happened that just appalled me. A young lady who was taking an advanced course in Canadian studies at Wilfrid Laurier University and who wanted to go into teaching was told that she would not be accepted by the faculties of education with that kind of background. She would have to change her major. Now you know that is something screwy, to put it mildly.

**Hon. Mr. Parrott:** I think it is one that many of us have tried to express our concerns about with varying degrees of success.

**Mr. Sweeney:** But here we had the Symons report coming out. It was commissioned by your ministry?

**Hon. Mr. Parrott:** No, no.

**Mr. Sweeney:** By whom?

**Hon. Mr. Parrott:** It was commissioned by AUCC. So we had no direct relationship with it all. I personally had some discussions with the author, but as far as involvement is concerned, ours was zero.



**Mr. Sweeney:** Would it be fair to say that you approved of that kind of study being done and concurred with the need to know where we should be going—without my putting words in your mouth?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Would it be fair to say then that once the thing had been completed and there were some very precise recommendations as to what should be done, you thought some action ought to be taken on it?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Okay, then my obvious third question is: What in the heck is being done?

**Hon. Mr. Parrott:** One of the major things we have tried to do is emphasize the importance of hiring Canadians on to our faculty.

**Mr. Sweeney:** I gave you credit for that, no question about it.

**Hon. Mr. Parrott:** That was likely to result in an increased emphasis on Canadian studies. I think that was one of the promises of the Symons report. More particularly it drew attention to the need for Canadians at whatever level, and from whatever background to get serious about studying the Canadian problems.

There are all kinds of illustrations that Symons himself gives. The classic one he gave me was how come we are doing all kinds of research about occupational health hazards when we don't zero in on asbestos. That is an area where Canadians sort of have a corner of the market and we have done no research on that. That report did bring a good deal of attention to research that is particularly interesting to Canadians. We can't direct that research per se, but we think the chances are better if we have Canadians on faculty thinking about those problems.

**Mr. Sweeney:** Have you or your staff done any monitoring of the upper faculty appointments at the universities in the last three or four years? What I'm alluding to here is, given the long history of non-Canadians occupying some of the key positions within university faculties and in many cases still occupying them, some of the Canadians on faculty are complaining that they're not getting a fair deal in terms of promotion and things like that. Any monitoring of that? Is there any truth to that? I'm hearing rumours, but I can't pin them down.

**Hon. Mr. Parrott:** I think we have an excellent monitoring system—no question about that. We've got statistics coming out our ears on that. Paul Gardner's back there and will have all kinds of statistics.

**Mr. Sweeney:** What is happening? Do you know?

**Hon. Mr. Parrott:** I think Paul would be more than pleased to put on the record whatever answers you'd request.

**Mr. Sweeney:** I know the surface statistics show the percentage of Canadians increasing but once we've got them there, what's happening to them on the inside? Are they then being shunted aside? That's really what I'm after. In other words, the statistics may be deceiving as to what's really happening. That's what I'm saying.

**Hon. Mr. Parrott:** Yes, that's right.

**Mr. Gardner:** The statistics I have indicate how many non-Canadians are coming in from abroad to fill senior positions.

**Mr. Sweeney:** What about internal? The rumours that I'm hearing, and I'm having a hard time pinning them down, is that Canadian professors are not being given a fair crack at promotions, because some of the key decision-making positions are not held by Canadians. Do you have anything to verify that one way or the other?

**Mr. Gardner:** I don't have any specific statistics on that, but I do know that coming from abroad there are really very few senior positions, only about 10 full professors and 10 associate professors last year.

**Mr. Sweeney:** But you really don't have any fix on what's happening internally?

**Mr. Gardner:** Not really, because I guess it's the position that once a person is in Canada and eligible to work here they should not be discriminated against.

**Mr. Sweeney:** Yes, but the discrimination shouldn't be the other way around either. Has this ever been expressed to you, Mr. Minister? Have you never checked into it to see whether it's valid or not?

**Hon. Mr. Parrott:** Of course, if we're going to check into it then we get right smack—

**Mr. Sweeney:** Have they got a case or haven't they? That's really what I'm asking.

**Hon. Mr. Parrott:** The issue has been raised many times. Mr. Martel has raised this and similarly related issues in the House many times. I think you have too, on one occasion. The message to the system is pretty clear that the mood of the House—and I think in this instance I, of necessity, should say the mood of the House—is they're very serious about this particular problem. Therefore, they are getting a clear message from all three parties on this item. For me or the ministry to move in and say, "You must tell us your internal appointments," I think would

be probably the last straw in destroying their autonomy.

**Mr. Sweeney:** Surely, Mr. Minister, if the message has gone out that Canadian faculty people should be at least getting a fair crack at those internal appointments, and if the evidence shows that is not actually happening, do you not think you need to do something else?

**Hon. Mr. Parrott:** The only thing I could do is to involve the ministry in—

**Mr. Sweeney:** I think your powers of persuasion to the administrators that they should be hiring more Canadians has been pretty effective. You didn't go in and do any hiring for them. You just used some pretty blunt language as to what you thought should be happening and they heard that.

**Hon. Mr. Parrott:** This last year I tried to deal with that particular problem one on one, rather than taking a broad brush and talking about all of the institutions. And some of them deserved compliments, not criticism on what they had done. I thought it was far better to deal with the situation one on one and that's what I did.

[4:00]

If you would like to tell me privately where you think this is particularly a problem I'd be glad to investigate it for you. I just think it's a bit unfair to take that one swipe at the whole system and to criticize people who have made real efforts. That's maybe not a good technique right now.

**Mr. Sweeney:** Let's go back. The tone of my question was, did you have any fix on whether or not this was a valid complaint? It was not an accusation.

**Hon. Mr. Parrott:** I've heard it said we have good statistics on appointments coming into our system and the numbers transferring within the system. We do not have any statistics on whether or not a Canadian was hired to become the dean of an institution over a person with foreign faculty status—a non-Canadian, let me put it that way. I don't have those statistics.

**Mr. Bounsall:** Could I just ask that one figure for clarification? You said 10 and 10 out of—

**Mr. Garner:** Nine hundred.

**Mr. Bounsall:** Does that include the promotions? Were there 900 professors and associate professors hired last year?

**Mr. Gardner:** No, no. Total.

**Ms. Gigantes:** How many hirings?

**Mr. Bounsall:** You gave us the figures for associate and full.

**Mr. Wilson:** We only have the gross numbers for the entire faculty. We would have to go back and try to see if we could find out the total number of associate and full. We get them when they come in. We know the rank but we don't know the total number of associate and full that were appointed because we don't hear necessarily when they're appointed from within the country.

**Mr. Bounsall:** But there were 900 hirings?

**Mr. Wilson:** Nine hundred transactions—faculty appointments, replacement and addition and whatever else, yes.

**Hon. Mr. Parrott:** That's a large number. Most people are surprised at that number, thinking there's no room for adjustment. Quite frankly, there is, with that number in one year.

**Mr. Sweeney:** Let me move on. I realize the time is flying now. I'll have to close, I guess. On page 24 of the OCUA report there is an indication there of no funding for remedial programs. What is your feeling about this? That ties in partially with some of the things I raised in my opening statement about certain programs, the most needy, just not being attended to. Do you agree with that?

**Hon. Mr. Parrott:** No one in his right mind would disagree, I hope, with the need to help those who are disadvantaged because of previous experience. That's such a fundamental principle that you've got to agree with it. In the process, however, I think we have to be terribly selective so that we don't misuse our dollars and spend them where they can't be of maximum benefit.

Emotionally, it's so easy to make a decision on that. You want to help those disadvantaged, period, end of sentence. But not everyone who has been disadvantaged can reap benefits. It seems sad that such is the case. I've had illustrations of where people wanted to become lawyers and a highly selective process was gone through and, somewhere down the road, they are just not able to hack it. I can think of an illustration where a person had left a pretty good job and wound up with neither the job nor the degree. That was a very sad situation. Society really hadn't helped that person, and society was trying desperately to do so.

I'm saying that in this whole area of trying to help people who have been disadvantaged in the past, you've got to have a great deal of compassion mixed with a lot of good hard common sense. Nothing short of a lot of both will make a successful program.

**Mr. Sweeney:** Let me just finish up with this: Do you understand that as a general principle, you do not concur with OCUA's recommendation but that you would tend to be more selective? Am I understanding you correctly?

**Hon. Mr. Parrott:** When I say you've got to have a good mixture of both, my compassionate portion of my soul says help everyone. I know, practically, that you can't help everyone. So it leads me to believe that you must use a very excellent screening technique so that the dollars you expend are not only well spent but more particularly you don't wind up with a person who is halfway between nowhere. In other words, you can hurt the individual by trying to help him or her.

**Mr. Sweeney:** You would support some funding for remedial education then?

**Hon. Mr. Parrott:** Are we talking about TYP specifically now?

**Mr. Sweeney:** That would obviously be one of them, sure. Due to the lack of time I am trying to ask a general question rather than a specific one.

**Hon. Mr. Parrott:** And I am hesitating to give you a yes or a no on that.

**Mr. Sweeney:** Do you agree with OCUA or don't you? Maybe that's the question I should be asking.

**Hon. Mr. Parrott:** I think I said I will make a formal statement to that effect in early July. Why don't we wait until then?

**Mr. Sweeney:** That's fair. If you can't answer it, you can't answer it. All I can do is ask.

**Hon. Mr. Parrott:** I've previously said there's the recommendation. I've said I would like to make a decision some time in late June or July. We are still gathering evidence, and it is not just a question of how I emotionally feel, but I have tried to express how I must react as a rational person and not let my emotions overcloud a rational decision. That is not easy in this instance. I would prefer not to give you a yes or a no until early in July or late June, when you will receive a specific answer, at least to TYP, and that probably is a key to the total question you've asked.

**Mr. Chairman:** Have you completed, Mr. Sweeney?

**Mr. Sweeney:** I'll try and sneak in somewhere else; I don't know now.

**Mr. Chairman:** Mr. Cooke or members of his party will have an hour and 15 minutes on this particular vote. We'll adjourn to reconvene on Monday next after question period.

The committee adjourned at 4:06 p.m.



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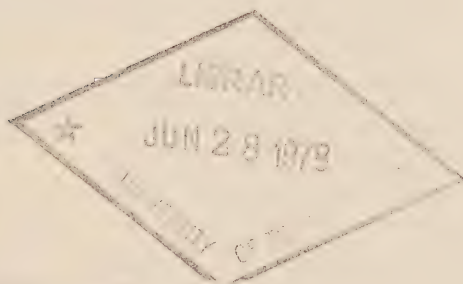
No. S-22

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



**Second Session, 31st Parliament**

Monday, May 29, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, MAY 29, 1978

The committee met at 3:27 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

On vote 2202, university support program; item 1, support for universities and related organizations:

**Mr. Chairman:** The committee will come to order.

**Mr. Martel** has indicated that he wishes to speak on item 1.

**Mr. Martel:** I want to spend a few moments on the subject that's dear to my heart. I'm not sure that I'm dear to the hearts of very many people in the university community as a result of my position but I've never allowed that to deter me in the past so there is no deterring me now.

I want to deal primarily with hiring practices. A couple of months ago, I asked the minister to submit to me, on a university by university basis, information on what had transpired in the hiring for 1977-78. The minister was good enough to supply me with a breakdown of the hirings in all the universities. As I looked at the material, it became evident that four universities were still a bit lax, shall we say, in terms of hiring Canadian personnel where they were available, as opposed to hiring other than Canadians.

McMaster in 1977-78 was still hiring at a rate of about 56 per cent Canadian citizens. Their overall faculty was about 66 per cent Canadian.

[3:30]

OISE, which had new appointments of 69.2 in 1977-78, was still at 62 per cent Canadian personnel.

York, which obviously had a dismal year last year because it fell to about 51.5 in terms of hiring Canadian citizens, didn't have any statistics for 1977-78. I am not sure if York was attempting to hide what the pattern was, if in fact they continued to decline, I suspect the 63.7 per cent for 1976-77 was lower as a result of the number they hired in 1977-78, because they only hired 51.5. I suspect that would drop the overall average at York.

Windsor also had a rather dismal year. They only hired 57.6 and were down to 63.9. No

overall percentage for 1977-78 was available and I suspect, again, that might have been deliberate. I have been known to accuse the universities of doing this deliberately and there is no sense in changing the pattern. I suspect they didn't want to indicate to us that the number they hired in 1977-78 reduced the overall percentage to less than it had been in the previous year.

With that in mind, I have a suspicion that maybe we are not doing as well as we should be doing, Mr. Minister.

From discussion with people I choose not to name, I am led to believe we hire about 900 people annually in Ontario. About 650 of those hired are people transferring from one university to another or people coming in from the professions and spending a couple of years in that university. The total hirings of new personnel who have not taught in the university community in Ontario is about 250 per year, with 650 coming from professions or transferring from one university to another, for a total of roughly 900 hired annually.

My information is that of the 250, and I am just using rough ball park figures about one half or 125—and these aren't visiting professors but are permanent additions to staff—are off-shore hirings. Whether they be from England or the United States is immaterial.

The pattern is such that the real hiring practice has altered very little since 1972. We are still hiring roughly the same number from abroad and if that is the case, then the figures get a little distorted—I am not saying deliberately, but by the fact that other people are coming into the profession. Of the total new staff being hired—I am not sure how one expresses it, but directly out of the university—about half of the 250 are coming from abroad and that has not altered much since 1972.

I am further led to believe there are about 900 graduates with PhDs in Ontario annually; about 1,800 in Canada. With that being the case, then if my assumptions are right the 125 we are hiring represent a very small fraction of the people we are turning out. Many of these people want teaching jobs but because of past practices—I am not suggesting the old boy network, but it might be part of it—we are still relying to a large de-

gree for new placements in the same way as in the past.

It is disturbing, because I am not sure how we can encourage people to do that type of work in their studies, ending up with about 1,800 in Canada graduating with PhDs, when annually only about 125 of the 1,800 graduates across Canada are hired in Ontario. It seems to me to be a self-defeating process. We, as Canadians, pay a lot to train people so they can fill our universities but we still rely on offshore hirings, in a similar pattern to the past.

My information relating to the Canada Council grants and so on which have been received is that 75 per cent of the students who received assistance indicated they wanted to teach in the universities and relatively small numbers were being hired. I don't want to appear to be hard on our university communities, but if that persists then the recommendations and everything you have done over the last couple of years to try to encourage the hiring of Canadians seems to be going amok if we are not changing the percentages more substantially than that. As you know, Mr. Minister, our select committee did not play the game of quotas or anything to that effect. We tried very hard to stay away from it. We tried, rather, to encourage the hiring of Canadians.

Let me indicate two things. I am led to believe that the universities are finding a variety of excuses for why they can't hire Canadians. There are two primarily: One, that the applicant is not qualified for the particular job—he is applying for the wrong discipline. They alter slightly what they are looking for and really it is a pretext to hire whom they want. In other words, they are tailoring the job to suit the individual and Canadians are being excluded because they just might not have quite as many qualifications.

I remind you when we are hiring, whether it is from here or from the States or from Europe, as I understand it, we are hiring mostly associate professors, not full professors. We really don't have that much background to go on.

I happen to believe if you don't have much background, and the qualifications of both candidates are the same with roughly the same marks, we should take our chances on the Canadian rather than someone from abroad. I guess that is why we as a select committee favoured the allowance of visiting professors because they are of high calibre. But unless that calibre is proven, I don't know why the universities feel they have to hire someone from abroad.

The other point is the universities apparently are talking about new subject fields. I guess that is what McMaster was, in fact, looking for, Mr. Minister, when they ran this ad in *The Times* higher education supplement on May 5, 1978. Let me read it: "The dean of student affairs reports to the president and has overall responsibility for the efficient operation and co-ordination of the offices of the dean of men, dean of women, student counselling, student financial aid, overseas student adviser, student placement services, off-campus housing, student health services, student residences and conference office."

I don't see anything there that would warrant McMaster going and running an ad in a British journal in order to get the type of individual it wants. I suspect that Canadians are quite qualified to handle a job like that. I don't know why we even bother to run ads in England for this type of job. To me, it is a defeating purpose. It we're talking about very highly skilled fields that we might not specialize in in Canada, that's one thing, but I see nothing in the position of dean of student affairs that a competent Canadian couldn't handle. We can do that. I'm told the universities are creating new fields and disciplines just to get people to qualify for them.

I'm told that at this time last year, compared to today, that the universities had hired approximately the same numbers. In other words, the pattern is the same. If one looks at last year's hiring to this date and this year's hiring to this date, the numbers are about the same. There were about 33 hired from abroad last year, and at this time this year it's the same number. I simply outline all this to the minister to express my concern and to ask the minister to respond.

May I suggest to the minister that we're going to have to get tougher with these beggars. If they're going to try to run this type of ad—which is total nonsense—if they're going to try to mould the new subject fields in certain disciplines to say this is the only qualified person for the job to get him in: and if they're going to hang their hats on a flimsy excuse such as the person applying is applying for the wrong discipline, then we are going to have to get much tougher and insist that we cannot tolerate the same pattern continuing.

I believe that if we're turning out 1,800 PhDs in Canada, except for the very specialized fields and based on the fact that we're not hiring full professors primarily to start, then we should take competent Canadians



with the same skills. If it's a very highly skilled field, we might have to go abroad occasionally, but I simply don't see us having to go beyond the borders of Canada at that level. It's a tremendous cost to society to train people. If they can't put to use that training which we have financed, then it's a loss to Canada and to Ontario.

I'd appreciate the minister's comments on pretty well the waterfront I've attempted to cover very briefly.

**Hon. Mr. Parrott:** As you know, this has been a subject of interest of ours for some time. You correctly put on the record that we have discussed this item in the House. I'm not 100 per cent sure of the figures. Just quickly, off the top of my head, I can't pick any flaws in them. If they're not correct, I hope that in the next day or two, Mr. Wilson or someone in his department will make sure that the record is corrected. Mr. Wilson, is there anything that is glaringly incorrect or are they essentially ball park figures?

**Mr. Wilson:** Ball park figures.

**Hon. Mr. Parrott:** If it isn't correct, Mr. Martel, we'll correct it, but we'll assume that your recording of the statistics is accurate.

[3:45]

There's no doubt we all share that concern, especially in today's world. In the past I have not wanted to take a broadbrush approach to it because I think it would be wrong to say that all of our universities are responding in a certain way. I have attempted, on a one-to-one basis, to bring this as forcefully as I can to the attention of various presidents so I don't know what more I can say. The pattern is not easily changed; there's no doubt about that, and, I guess, in some instances there are legitimate reasons. But at the same time, I suspect there are some cases where what you have said is actually the way it is; and we all want that to be much better than it has been.

I can assure you that we will very carefully consider what you have said today and I have no doubt that the university community would—at least I hope they would—also very carefully consider what you have put on the record today.

**Mr. Martel:** Mr. Minister, assuming my figures are correct and assuming that out of 250 new people only 125 are Canadians and 125 are—I don't want to say American, but offshore—can we, if that prevails, ask the universities to justify why they had to hire half, or 125, case by case? Why was it that they did not hire Canadians of equal compe-

tence and maybe better? Surely, if we are graduating 1,800 it seems to me that if the figures haven't changed since 1972 the universities have to start—except in very special areas—to account for the 125, which represents half? Are we prepared to ask them to indicate if it was necessary for them to hire roughly 125 people last year—it might be 140 another year and 113 another year, but if that's the rough average, why it is they have to continue to hire that percentage abroad?

**Hon. Mr. Parrott:** In answer to that I would come back to the member and say would you agree with the approach that perhaps we would be better to look at the record and pay emphasis to those universities that were not doing as well? Or would you think that it should be an across-the-board request of the system? Last year I did discuss with several of the presidents precisely what you asked. Do you think that should apply to every university or would you be content with those universities that were not changing the pattern very much? You can't judge it on one year—and I think you would be the first to agree—but in the continuing pattern it's quite a different situation. You may very well have to ask, "Is this what's going to happen in the future?"

**Mr. Martel:** I would be prepared to start with the four that continue not to improve their track record. I named McMaster as one of the four, and then I read this ad. One has to ask why McMaster has to go abroad for a dean of student affairs. I look at McMaster's record for last year—they hired at a rate of only 56 per cent Canadian—and I see this type of ad from McMaster; it's a very challenging job I presume. I am just saying there's nothing so detailed that some competent Canadian couldn't handle it. If McMaster is going to continue at 56 per cent and if the year before it was 53 and the year before that 52.7, their track record isn't improving that greatly.

Maybe we have to pick out the four or five universities which continue to flounder well below the 75 per cent at least and ask them to have a look at what their track record is and why it is they can't hire Canadian personnel. Maybe we have to find out where they have been advertising and have a look at the applicants and ask why they chose Mr. A. from some other country rather than Mr. B. who came from Canada. I just don't think we can tolerate this sort of procedure.

With some of the other universities, I agree; when they are hiring 80 per cent you



have to give them a little bit of leeway. In a different year there might be a problem, depending on what type of individual they need. But for those that continue to flounder down near the bottom, I just think it is time they were made to account for their hiring practices. That way, those who are doing a good job are given acknowledgement of doing the type of job we want by not being called in; but those others I think have to account for it.

**Hon. Mr. Parrott:** Fair enough, and I don't disagree on that.

**Mr. Kennedy:** What journal is the ad from?

**Mr. Martel:** From Britain, Doug. Let me read it for my friend who just came in. They are advertising for the dean of student affairs. "The dean of student affairs reports to the president and has overall responsibility for the efficient operation and co-ordination of the offices of the dean of men, dean of women, student counselling, student financial aid, oversees student adviser; student replacement service, off-campus housing, student health services, student residences and conference office. The individual will be responsible for identifying the present and changing needs of students and for formulating policies to meet these needs, as well as developing and maintaining contacts with external bodies which are related to the operation of student services."

That is an example. I just don't think they can get away with that sort of thing. I think a competent Canadian should be looked at first and hired because I am sure there are all kinds of people in Canada who could handle that type of job.

**Hon. Mr. Parrott:** I will try to get an answer for the member on that specific one. I know that you were dealing with a larger question, and you are using that as an example, but I would be prepared to undertake and try to get an answer on that specific one for the member.

**Mr. Martel:** You agree then—I think you said yes—that you are prepared to look at the four or five who aren't pulling up their socks.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** One supplementary: Mr. Martel raised a key point there. If I understood him correctly, he said that some universities were redefining the position so that they could pull in someone they specifically wanted.

I understand that the federal Manpower and Immigration department is not permitting that in the industrial sector. Has there been any discussion between your staff and their

staff as to why they would permit what Mr. Martel described in the university sector? In other words, they are insisting that the employer show categorically that this particular narrow definition is essential as opposed to being put in there for a very specific selfish purpose.

**Hon. Mr. Parrott:** Could I refer that question to Mr. Gardner or Mr. Wilson? Have we specifically discussed this with the federal people?

**Mr. Wilson:** That matter has not been discussed.

**Mr. Sweeney:** It would seem to answer Mr. Martel's concern, if you narrowed it down like that.

**Mr. Martel:** I think that they are following the American example, where the immigration people say you can't go into the States and take a job unless you are the only person qualified for that particular job. I think the universities are simply doing the same thing here and defining it so narrowly they get whoever they want and exclude other people.

**Mr. Sweeney:** They are not supposed to get away with that.

**Mr. Martel:** I am not sure if the immigration people are investigating any of this, John.

**Hon. Mr. Parrott:** At the council of ministers of education—not specifically relative to faculty—when we had a joint meeting with the ministers responsible for manpower, this general area was discussed.

**Mr. Martel:** When we made the recommendation that you monitor, it seemed to be a relatively simple matter, but it is apparently not as simple as was first thought. Are you prepared to present to the House the type of monitoring that goes on, not just a breakdown of the overall statistics but the type of monitoring that you do in the various fields which arrives at certain conclusions?

**Hon. Mr. Parrott:** We get a good deal of our information from Statistics Canada. I don't know whether Mr. Wilson or again Mr. Gardner wish to give a little more information on that question of Mr. Martel's.

**Mr. Wilson:** Employment and immigration do alert us as the individual appointments are coming through, so we are able to keep a running record of what goes on in terms of total numbers. So we have an early warning system if things are, indeed, moving in a direction that looks to be causing trouble. We have this year on a couple of occasions spoken to individual institutions where the numbers

seemed to be getting a bit higher than one might have looked for.

I think you made the comment that the numbers seemed to be no different from last year. What we don't know it whether it's going to be the same number of people when the entire year is over, or whether it's going to be much less, because we don't know whether the pattern is following exactly the same trend from year to year. But we are following that. We have had informal conversations with people from the institutions and have mentioned to the Council of Ontario Universities that we're wondering what's happening this year.

**Mr. Martel:** The reason I asked if you're prepared to table some of that material is I think it should be made public—not as regards individuals, we always want to protect individuals but to reveal what's happening as you accumulate the data. Maybe some of that data should be made public so we know what is happening. It's true that it might be only 33 right now, but they might want double the staff, although I suspect it's just the opposite. There are probably fewer jobs coming open rather than more because of the cutbacks in enrolments and so on.

I suspect there are fewer jobs and it's something we have to protect against. But the material should be available as to the type of data you're gathering and what the results of the data are. Maybe it could be a part of the minister's annual report, perhaps four or five pages which indicate what you're gathering and what the trends are, so that it becomes public knowledge.

**Hon. Mr. Parrott:** First of all, I thought your original question was on the method rather than on the data itself. As long as we protect the individual, yes, we're prepared to put as much data as we receive on the table. The question is, I think, when? It seems you're always doing it after the fact, knowing you do it well after the year is ended to get the balanced view that you need. Then it seems a little late to discuss the current year.

**Mr. Martel:** Except that there's one thing that develops from it. If it were in the annual report, let's say, you would have three or four years and you could go back and trace these to the universities and say, "Look, this pattern continues to hold in this university. The question is why?" Otherwise we have to keep coming back. If the universities are aware that it might become part of the annual report of the minister then they might say, "Wait a minute. That's a public document and people are going to be aware of what our hiring practices have been."

**Hon. Mr. Parrott:** My deputy says that by October we can do this in a preliminary year. This business of an annual report is news to me. What are we talking about?

**Mr. Martel:** Do you not have an annual report?

**Hon. Mr. Parrott:** I think that's OCUA's annual report.

**Mr. Martel:** I mean in the minister's annual report. You don't have one?

**Hon. Mr. Parrott:** It's not as an annual report. There are all kinds of annual reports that I table.

**Mr. Martel:** Are you the only minister that doesn't have an annual report?

**Hon. Mr. Parrott:** We get thousands of them on the table—each university—

**Mr. Martel:** No, no. I mean the ministry itself. It must have some documentation. Have you not got a book on Colleges and Universities?

**Mr. Cooke:** Not an annual report.

**Mr. Martel:** You must be the only ministry in Ontario without one.

**Hon. Mr. Parrott:** We're very cost conscious.

**Mr. Martel:** Most ministers have at least one with 12 pictures of the minister in it.

**Hon. Mr. Parrott:** There's an obvious reason why we don't have one.

**Mr. Sweeney:** Very wise.

**Hon. Mr. Parrott:** You weren't supposed to say "very wise."

**Mr. Sweeney:** In the interests of photo-technology. You wouldn't want to destroy it completely.

**Hon. Mr. Parrott:** Why do you think I changed my hairdo?

**Mr. Kennedy:** Could I ask a supplementary with respect to members of faculties here in Canada going to the US? I've lost track of the situation since the days when the select committee was dealing with that. Are there prohibitions now? Is it university by university, or is it through Washington that approval must be received for a faculty member here to be able to be taken on by an American university? What are the limitations or prohibitions, if any, in so far as the United States government, or the college fraternity if you like, goes?

[4:00]

**Hon. Mr. Parrott:** Could I refer that question to Mr. Wilson, please?

**Mr. Wilson:** I believe it's still a fact that to get a permanent position in the States you



have to prove there is no qualified American who is available for that position. Shortterm positions, I believe, can be made available on certain occasions, but they're pretty highly limited. That's done by the United States immigration service, not by the universities themselves.

**Mr. Kerrio:** A very sensible rule.

**Mr. Kennedy:** Do the US universities advertise here for faculty? Do they indicate opportunities, or is it through the old-boy network that they get word of these vacancies in the United States? Does the professor have to go to the American immigration service or does the university make representations on his behalf?

**Mr. Wilson:** I'm not completely sure about the procedures to be followed, but I believe most of the major journals in which the advertising would be done would be seen by most people in the academic scene in Canada anyway. The American journals are bigger journals in most cases. I don't know whether the AUCC bulletin or any of these have many American advertisements or not. Their main thing is the discipline journal, I would think, from the States, which is the big English-language journal, in any case. Canadian people would normally see that and be aware of the appointments. What they do if they get a sniff of interest, I honestly don't know.

Paul, are you familiar with that procedure?

**Mr. Gardner:** You are substantially correct.

**Mr. Wilson:** I'm substantially correct in that, yes.

**Mr. Kennedy:** There's no sort of reciprocal arrangement, as such, for interchange of faculty between this nation, and any other for that matter, is there?

**Hon. Mr. Parrott:** This isn't quite on the question you asked, Mr. Kennedy, but we do insist on and have agreement from the university presidents that they will advertise all positions in Ontario in the Canadian journals. That's one of the things they have committed themselves to do. The advertisement does appear.

**Mr. Cooke:** I guess I'll just get into some of the specifics I wanted to get into. Before I ask my questions, I did want to make a comment about the minister's response to our opening statements. I did want to say that I was somewhat disappointed because there were a number of issues raised by both Mr. Sweeney and myself, I think critical issues, that weren't responded to by the minister. I hope we can get into some of them now with these specific questions. I do feel that universities are facing somewhat of a very serious

situation over the next few years due to funding, and due to whatever is happening to our enrolments, I think we've got to address ourselves to those problems.

I'd like to begin by talking with the minister about the decline in enrolment or, as I defined it in my opening statement, the decline in participation. Since the minister didn't respond to that in his reply to our statements, I'm wondering, is the minister concerned about it and what's his reaction to it? There was nothing in his statement.

**Hon. Mr. Parrott:** There's nothing depressing about it if numbers go down, as far as I'm concerned. It's kind of interesting you should ask that question today right after the leader of the Liberal Party suggested the universities are far too aggressive in seeking enrolments. On one hand I'm hearing it's wrong aggressively to seek new people into the system, and on the other hand I'm asked why am I not more concerned if enrolment goes down. I'm certainly caught in between.

**Mr. Cooke:** I might say on that point I also have a concern about the competition. I think that's a little bit different than increasing participation. I think we're talking about competition for bodies, not necessarily more participation throughout the province. The universities seem as if they're going after those same bodies. The loser in that competition, I think, is going to be the small universities. I don't see any programs on the parts of universities to extend or increase the participation rate of low-income families, for example. I don't see any move on the part of the ministry to increase the participation rate of low-income families.

**Hon. Mr. Parrott:** There is no doubt in my mind that the opportunity for participation from those students of low-income families and particularly in the early years of university education is enhanced immeasurably by the new OSAP terms of reference.

**Mr. Cooke:** We can get into that in more detail on the vote tomorrow. But do you think the eligibility periods increase accessibility for low- and middle-income groups?

**Hon. Mr. Parrott:** It certainly does in the first four years. No question about that.

**Mr. Cooke:** How about graduate and professional? Does it increase accessibility into that?

**Hon. Mr. Parrott:** To my mind the total package does. But I guess we have to ask you whether we're talking about just entry into the system or entry into the graduate system.

**Mr. Cooke:** I think we're talking about—



**Hon. Mr. Parrott:** I thought your opening remarks were on entry into the system.

**Mr. Cooke:** I think it's a fact that you look at the people who are participating in our professional and graduate schools and by far the majority of them come from upper-income families and professional families.

**Hon. Mr. Parrott:** You've changed direction now a little bit. Your opening question was on participation rates and the competition for the universities for the same students being in grade 13, and you've switched the ground over to graduate.

**Mr. Cooke:** Right. What I said was the participation rate—what universities are doing right now is that they are competing for the same bodies. They are not doing anything to increase the participation rate.

**Hon. Mr. Parrott:** What do you mean by the same bodies? A grade 13 graduate?

**Mr. Cooke:** There are a number of students out there in grade 13—

**Hon. Mr. Parrott:** Right.

**Mr. Cooke:** —and—what is it?—62 per cent are going to attend university.

**Hon. Mr. Parrott:** Right.

**Mr. Cooke:** And the universities are all going after that same 62 per cent. I don't see any great effort—

**Hon. Mr. Parrott:** No, they are going after the 100 per cent; they are getting 62 per cent.

**Mr. Cooke:** All right. I don't see—

**Hon. Mr. Parrott:** I hope you are not suggesting for a second, are you, that if someone in that 100 per cent, those qualified students, happens to come from a certain socioeconomic structure they are not welcome in the university?

**Mr. Cooke:** No, I never said that and I don't think you—

**Hon. Mr. Parrott:** No, so the universities are competing for the whole pool and not just the 62 per cent that go on to university.

**Mr. Cooke:** What I am saying is that the facts speak for themselves. The vast majority of our students going into university education are from upper-income families. The universities are doing nothing at this point to change that, and that is what I am concerned about. I think the participation rate doesn't have to increase; for example another area where universities and your ministry could be encouraging increased participation would be with part-time students. But what is being done to encourage more part-time students? What is done to encourage people to get back into the system once they have been out? There are no programs aimed at that type of thing.

**Hon. Mr. Parrott:** There are a lot of part-time studies and if the student does not choose to go, that is his or her decision.

**Mr. Cooke:** What are you doing? You obviously don't think it is a problem. Don't you think it's a problem? I think you should think it's a problem, that the vast majority of people who are participating in the university system are from middle- and upper-income families, particularly upper-income families.

I am suggesting some ways of going about increasing the participation rate among low-income families. I am saying one of them could be done through part-time studies. Yet Mr. Sweeney raised some of the problems in part-time studies. For example, if you get your degree part-time in the evenings you can't get into dentistry at the University of Toronto. You say that is up to the admissions of the University of Toronto and I ask if you think that's correct. Do you think those people should be discriminated against because the majority of them are low income?

**Hon. Mr. Parrott:** Let me ask Mr. Wilson on that last specific question.

**Mr. Wilson:** We did direct a request about the admissibility of part-time students to dentistry, and the Council of Ontario Universities has advised us that they have found no such impediment to be in existence. If there is some evidence that the information they have is incorrect they will let us know about it. But on checking we were led to believe there are concerns about a person who has not had a full lab course getting into dentistry, and some lab courses are difficult for part-time people to get. Or, if a degree is more than stale-dated by a fair period of time they might have some difficulty gaining admission. But as part time qua part time, it is our understanding that these rules do not exist. As I say, if there is evidence that this is true, we would like to know more about it. We have done a preliminary check on that.

**Mr. Cooke:** When did you do this? Since Mr. Sweeney raised it or—

**Mr. Wilson:** We had done it just before Mr. Sweeney raised the question. It had been drawn to our attention by one of his colleagues earlier. We had been in the process of checking at that time.

**Mr. Cooke:** I think it would be wise to check it again. But what you are saying then is there is no official policy to restrict them, but because there are certain courses or labs that are not available to them, the policy might as well be written. If it's just as remote a possibility that they are going to

attend, they might as well have a written policy.

**Mr. Wilson:** It might be difficult, but as many courses as possible are given in the twilight period. In terms of being able to make lab sections available, the complete availability has not been possible up until now, that's true.

**Hon. Mr. Parrott:** Have you received that information on the Swedish and—

**Mr. Cooke:** Yes, I did. I wanted to comment on it because I got the impression last week from what the minister had said that this study indicated that tuition costs had no influence on who attended university. Certainly that's not what you said at your March 16 news conference. You even stated at that point that you thought tuition had some influence.

I don't want the minister to interpret what I have said in the past and what my colleagues have said in the past, but I believe that tuitions do have some influence. I certainly don't think it's the only thing that decides whether or not a student can get into university, but I think that it does have some influence. Would you not agree with that?

**Hon. Mr. Parrott:** I am not saying that it has no influence. I think it has little influence and I have said that consistently. I think the problem you are identifying is one that must be addressed much earlier than at the time you graduate from grade 13.

**Mr. Cooke:** Doesn't the Swedish study also indicate that the system has to be accessible to students many, many times? It has to be easy for all sorts of students to get into the system. Tuition is part of it. Entrance requirements are another part of it. You might say that the program at the University of Toronto, the transitional year program, is a type of program designed to increase participation among a certain part of our community.

I interpreted this to say that there are many things that influence who goes to university. Tuition is one of them, but the university system has to be designed to be accessible to all people at all stages in life. What are you doing to encourage universities to head in that direction?

I believe that the decrease in numbers we are experiencing at the university can be avoided and I think it would be good for it to be avoided. I think we have a golden opportunity right now to increase participation among people who are already in the work force—for example, people who want to return and upgrade their education and then go on to a different career.

You have a golden opportunity to do that right now but instead I hear people talking about competition for bodies. I hear people saying, "We have to get out there and sell our university in order to get them here so we won't be affected by the decline in enrolments, or by the budget cuts that will no doubt take place because of declining enrolment."

**Hon. Mr. Parrott:** What you are saying then is that you don't like the motives they are using, but you do admit that the universities are trying to get an increased participation rate?

**Mr. Cooke:** Sure. For instance, they cut down the entrance requirements to whatever average they needed to another average, not to get people in based on their academic ability but based on whether or not they will go to university. I don't think that's a healthy direction to be heading. The one at the University of Toronto has received a lot of attention.

I don't know whether you would agree with that or not but that's not the way that we should be going about increased participation. We should be aiming at people who have the academic ability. We want them in universities because we think they would benefit and because we think society would benefit as a result. But I don't think that's happening at universities and I didn't pick up from your response to our opening statements any concern about that.

**Hon. Mr. Parrott:** You won't pick up any concern from me if you are asking me to say what the magic number is. If it's lower next year than it is this year, that in itself does not worry me. I don't think it's a mistake if our university system shrinks marginally or increases marginally. I just hope that those people who decide to go to university know why they're there.

[4:15]

**Mr. Cooke:** Are you satisfied with the participation rate of those students?

**Hon. Mr. Parrott:** I'm totally satisfied that the opportunity exists for people to go to university.

**Mr. Cooke:** At low-income level.

**Hon. Mr. Parrott:** Yes.

**Mr. Cooke:** Even in professional graduate education?

**Hon. Mr. Parrott:** Yes.

**Mr. Cooke:** The eligibility periods have no influence on that at all?

**Hon. Mr. Parrott:** Not by the time they get there.

**Mr. Cooke:** I totally disagree. What are your plans for tuitions? What's going to happen with tuitions? That was kind of fuzzy after your press conference. What does the ministry have planned for increased tuitions in the next short while?

**Hon. Mr. Parrott:** I suspect that when the number of dollars allocated to the universities next year is announced, at the same time an announcement will be made concerning tuition fees. It usually has occurred around that time and I think it will occur next year about that time.

**Mr. Cooke:** Tuitions will be increased in July?

**Hon. Mr. Parrott:** I didn't say that.

**Mr. Cooke:** You usually make announcements about them?

**Hon. Mr. Parrott:** No.

**Mr. Cooke:** You don't usually make special announcements about them unless they're increasing, do you?

**Hon. Mr. Parrott:** Yes. The Premier (Mr. Davis) made an announcement last year to say they would not change. It's not heard very well; I admit that. The only time you ever hear the announcement is when there is an increase. When you say they're going to stay the same, neither you nor the press seem to hear that. I guess that is the way it will always be.

**Mr. Cooke:** When we make a positive suggestion to you, you don't pat us on the back. You just steal it and take it as your idea. It works both ways.

**Hon. Mr. Parrott:** No, I don't say that necessarily follows.

**Mr. Cooke:** The buy-Canada policy is a good example.

You stated in your press conference that you felt that the percentage of the total cost paid by tuitions should be something in the neighbourhood of 20 per cent. I think that is what you said. Is that correct?

**Hon. Mr. Parrott:** Yes. I think there should be a fixed relationship between tuition fees and the cost of education.

**Mr. Cooke:** You're considering heading in that direction?

**Hon. Mr. Parrott:** Yes. I think the point Mr. Sweeney made last year in the estimates that consideration should be given to changing the ratio, not just as a cross-section but internally, has a lot of merit. We've put some time and effort into that study. I'm saying specifically, if I recall correctly what Mr. Sweeney said, that certain students were paying a higher fee percentage and others quite

low and that there perhaps should be a better balance. Mr. Sweeney, is that a fair summation of your point? I think there is merit in that. We are thinking about the fee component based on those kinds of considerations.

**Mr. Cooke:** In my opening statement I made it quite clear what our party's position would be on tuition fees.

**Hon. Mr. Parrott:** There's no doubt about it; we just don't see it the same way. You see no fees and we don't.

**Mr. Cooke:** I see no fees but I wouldn't want to give you the impression I think fees can be phased out overnight. I certainly understand that, but I don't want to see any increase in tuitions at this point in time.

To sum up that particular point, you are going to be making an announcement about tuitions in the fall. As far as participation rates are concerned, the government is not concerned about the low participation rate of low-income students, or you're concerned about it but you feel there is nothing you can do about it at this point. Has this been discussed at the social development policy field level?

**Hon. Mr. Parrott:** Yes, we are concerned, but we're convinced that that is a social problem that will require a great amount of discussion and a great amount of change in attitude on the part of the public. It is not primarily an economic problem. Those social changes take place very slowly.

It's interesting to note, on the other hand, the stability of any system. If you did a survey, I think you'll find more people who have gone through the apprenticeship program who probably have their sons and daughters going into it too. I'm simply saying there's a tremendous tendency for any system to perpetuate itself. That's understandable. We do have a real concern that those from a lower income family are not participating at the same rate, but it's not easy to change that pattern.

**Mr. Cooke:** What has the government done or what policies have been enacted in the last few years to increase the participation of low-income families?

**Hon. Mr. Parrott:** We have made a much more generous student assistance program available. It's a program that's well known in the high school system; most of the people in our high school system are aware of it.

It used to be that anyone going into grade nine could not be expected to understand that there was any chance that they could get to university. Now, they are well aware of that.

**One illustration.**



The fantastic growth in scholarships in the secondary system is another indication of—

**Mr. Cooke:** But no one builds dreams on the possibility of getting a scholarship.

**Hon. Mr. Parrott:** The academically gifted certainly do. Surely, there's a good deal of screening going on in the secondary system. You're building the case as though everyone should go to university. We've been saying quite the opposite.

**Mr. Cooke:** I'm saying everyone should have the opportunity to go to university.

**Hon. Mr. Parrott:** We say that occurs now, but we don't think the goal for everyone should be university. We think there should be three distinct goals, equally valuable to all.

**Mr. Cooke:** I would agree with that. I'm saying I'd like to see every student being able to achieve their goal. I'm very sure that is not happening in Ontario and cannot happen in Ontario. We'll certainly get into the student award program in more depth tomorrow.

In my opening statement I said to you that tuition fees are the most visible cost of a university education. If that most visible cost could eventually be phased out or at least maintained at its present level, the disincentive for certain groups not to go to university would be vastly decreased.

**Mr. Minister:** I'd like to talk for a couple more minutes on part-time students. It was mentioned earlier by Mr. Wilson that there are certain courses not available to students in the evening, to part-time students, or it's very difficult to get to them. They're not accessible to part-time students. Is the minister concerned about that?

I know he's going to say that this is up to the university and they have their own autonomy. But we're talking about serving people here in Ontario and I'm wondering whether or not the minister is concerned about that. Has anything been done or is he contemplating doing anything to increase accessibility for those students who want to attend on a part-time basis?

**Hon. Mr. Parrott:** As I said someplace in these estimates, assisting part-time students is extremely difficult. You can't apply the same rules, whether it be to student assistance or admission standards or anything else.

This province has done a tremendous job at making facilities available throughout Ontario, given the size of our province and the relatively sparse numbers of people in it, by comparison, say, to the States. We have an

excellent distribution of facilities throughout Ontario.

The opportunities are there. If a person chooses not to use them, we can't make them.

**Mr. Cooke:** If the facility's available, that's fine. But as Mr. Wilson said, for example, even if the admission to a dentist program at the University of Toronto is open to part-time students, and I realize the dentist program would be a full-time program but admission is available. If the lab they need for their pre-dentist course is not available to them, then the course is not very accessible. It would almost appear that they're being discriminated against as they're part-time students.

**Hon. Mr. Parrott:** I guess it gets down simply to this, we can't be all things to all people, much as we might like to be. We just can't evolve a system that will allow everyone to have equal opportunity. That's a great concept and I don't fight it in principle. But when you get down to the specifics of doing it, it's next to impossible.

**Mr. Cooke:** That's a pretty significant statement, saying we can't develop a system to provide equal opportunity.

**Hon. Mr. Parrott:** No, I said there is access there now, and excellent access. If you are hoping that everyone will have equal access, I think you are hoping for something that can't be delivered.

First of all, not everyone has equal ability. We rule those out.

**Mr. Cooke:** I realize that. I'm not talking about that at all.

**Hon. Mr. Parrott:** So many of those people have decided to go other ways earlier in their career. It doesn't mean they haven't a great opportunity. They have access to many programs, but it means that they don't show up as a statistic in the university enrolments. It doesn't mean they are necessarily disadvantaged. I guess we perhaps have put too much emphasis on the fact that unless you have had an opportunity in the university you somehow come out second class. I don't think you are saying that particularly—

**Mr. Cooke:** No, I am not.

**Hon. Mr. Parrott:** —but when you go to statistics, that is what comes through. You can't make the perfect world.

**Mr. Cooke:** Do you have any indications what the average class size is for part-time students? Whether the average classes are larger for evening students, part-time students?

**Hon. Mr. Parrott:** No.

**Mr. Cooke:** The information I have is that those classes are as large or larger than the average classes. If that is true, that would indicate that these students are generating a certain amount of money for the university and it is not being spent on them. That concerns me.

**Hon. Mr. Parrott:** What do you mean when you say average class?

**Mr. Cooke:** We are talking about class sizes that part-time students are in. We are talking about the same subjects as compared to full-time students, day students.

**Mr. Martel:** They generate more funds.

**Hon. Mr. Parrott:** Yes, but frequently they are in those kinds of courses where you have a different ratio and naturally you wouldn't compare many of the courses on the same basis. You frequently can have a class of 300. A person can lecture just as well to 300 as to 200.

**Mr. Cooke:** Are you comparing apples with apples? I am saying that if you have one class at day level and that same class in the evening, the evening classes in many cases are larger. Therefore, they are generating the same amount of money but they are generating more money for that university and it is not being spent on them.

**Dr. Parr:** It could be, of course. I don't know what the average class sizes are, but it could be because there is a greater demand for it in the evening. It may equally well be taught to the large group in the evening as to a smaller group during the day. I think there are a number of variables one would have to take into account.

I do want to say, Mr. Chairman, it is now almost historical, but it was about four years ago that the funding on behalf of part-time students was made equitable with funding to full-time students at the universities. That is, the proportion per course was raised from one sixth to one fifth so there was absolute equivalence with respect to the amount of money generated on behalf of the part-time students.

At the same time, universities were encouraged to integrate their part-time programs and their full-time programs and to make sure the staff that taught the part-time students had the same privileges on faculty committees and so on as the regular faculty teaching full-time students.

**Mr. Cooke:** What I am saying is that part-time studies is an area where the universities could really increase accessibility for those people who are working and for married women. I don't see that happening. Instead,

I see the money that is being generated from the part-time studies not necessarily being spent on increasing accessibility in that area or spent on those students.

I think that it is another area where the ministry could take some leadership and could, with the universities, encourage them to provide—

**Hon. Mr. Parrott:** I have encouraged them on part-time studies. There is a world of difference between encouraging and giving that kind of support, then directing.

I have been asked this question by many people, whether it is COU or faculty associations: Do I agree with the concept?

Certainly I agree with the concept. Having said that, they know I support it—short of stepping in and directing the universities, then I am at a standstill.

What comes through more and more as these estimates unfold here today—and last time—is more and more desire on the part of the critics to see us become the administration of the universities.

You may be right. I don't happen to share that view. I think historically it has been a mistake when governments became too close to the actual administration of the universities. But to satisfy your concerns, it will be absolutely imperative we scrap the remaining autonomy of the institutions and say, "Enough's enough. We're going to do it from here on in." That's the only way I could satisfy your concerns.

[4:30]

**Mr. Cooke:** I'm not hung up on the thing about autonomy.

**Hon. Mr. Parrott:** I am.

**Mr. Cooke:** I realize that it's important for universities to have a great deal of autonomy, but I also realize you're the one who's paying the bucks and you're the one who's elected to do that and to make sure that the system's running properly. Therefore, in some instances I would think that the minister has to do more than just encourage universities. When he feels strongly about it, he is going to have to follow up his strong beliefs with the universities.

**Hon. Mr. Parrott:** I don't want to be provocative, but seeing this trend developing of, "Why don't you do something more, Mr. Minister?", we did take a look at this year's estimates and last year's estimates. The record is very clear that criticism is being levelled towards the government that we are not sufficiently interfering with or directing or running, whichever term you prefer, the university system.



**Mr. Cooke:** Providing the leadership.

**Hon. Mr. Parrott:** That's your criticism. If that's how you see it, so be it. We don't see it that way. The record is becoming very clear that you do want us to take a much firmer hand in the day-to-day operations of the universities. I'm sorry to hear you say that, but I can't necessarily disagree with you.

**Mr. Cooke:** It's going to be very interesting to see what happens out there with the problems of declining participation, with the decreasing level of funding on the part of your ministry to universities and your belief that universities will solve all these problems among themselves. That's going to be very interesting, because up to now I don't think they've been able to come up with a solution, and time is running out. There are going to be very serious problems for universities like Trent with the declining enrolment.

The other day in Mr. Sweeney's questioning you stated that you would not close one of the universities because you didn't see anything wrong with an institution of, say, 2,000 students. I was glad to hear you say that, except if the enrolment declines at about the 30 per cent level that's been predicted for northern institutions, that will put Laurentian, for example, much below 2,000. What level is acceptable to you? Is the commitment you made last Wednesday not going to be altered, no matter what the enrolment is? How low is it going to go before you say you have to cut that one?

**Hon. Mr. Parrott:** I guess that's a decision that the universities and our ministry will have to make at the time. I was told a long time ago that a good politician did not answer hypothetical questions. We'll be dealing with that when it becomes a reality.

**Mr. Cooke:** You did answer last Wednesday. That's why I'm asking you to clarify it.

**Hon. Mr. Parrott:** I made a statement of general support for the smaller institutions. I firmly believe in that.

**Mr. Cooke:** It wasn't too general when you said none was going to close. That's not too general.

**Hon. Mr. Parrott:** Fair enough. I don't think they will. There are all kinds of adjustments, that we said then and will repeat now, for the universities to make. As enrolments decline, class sizes may very well go up. There are many very valuable ways of having our institutions stay in operation throughout Ontario. I'm convinced they will. Some of them are going to have to struggle and there's not much wrong with a struggle.

**Mr. Cooke:** I'm convinced they can, but I wish I would see on the part of the universities and on the part of your ministry efforts to increase the participation and to increase the use by people of these institutions. Therefore, we wouldn't have to worry about the problem that's resulting.

**Hon. Mr. Parrott:** We get right down to the very basics in the difference of our philosophies as political parties. You want more direct control by the central agency. I'm saying I don't agree. There we separate, and I don't know how we can come to grips with that separation. It's real.

**Mr. Cooke:** There's only one person in this province who is responsible for the money that's being spent in universities.

**Hon. Mr. Parrott:** Who?

**Mr. Cooke:** The person who is responsible politically is you.

**Hon. Mr. Parrott:** I think politically I'm responsible, but that doesn't mean that I'm responsible in the broad sense of the word. I'm not trying to shirk that responsibility. Responsibility in this sense, in my mind, would be best fulfilled by saying very clearly, "Universities, you must manage on those dollars or find alternative ways for yourselves."

**Mr. Cooke:** As long as when the problems develop, if you're still the minister and if your party's still the government, you're willing to accept the responsibility of the problems that are no doubt going to develop because of declining participation and the funding, then I guess we have to live with it. You're the one who's going to be held responsible in the Legislature and you're the one who the public has a right to hold responsible.

**Hon. Mr. Parrott:** I think the public is not so foolish as to believe that the minister or the ministry could run the institutions better than the present system. We could go around this the rest of our time but I think it is a mistake to do so. You want to put more onus on us? Go ahead. But I will not interfere any more than we have at this moment with the autonomy of the institution. In fact, I'll go the other direction. I want more and more autonomy for them. Incidentally, I'll go one step further. I believe that should include some flexibility on fees.

**Mr. Cooke:** I have already talked about fees. I would like to just ask briefly about the transitional year program. It has been mentioned in the House and it has been mentioned in the committee already. At the same time I would like to ask about the preliminary year programs. I realize they are



two quite different things. I have a concern since the university in my town has a preliminary year and we serve a somewhat different type of student. We do get a fair number of American students who take advantage of the preliminary year. I am wondering if the minister has taken that type of student into consideration or if he is going to take it into consideration before making the decision.

**Hon. Mr. Parrott:** Mr. Wilson, do you want to make some comments on that?

**Mr. Wilson:** It would be possible for the university still to take in the students on a fee basis. They would not be funded by the government if they are from another country, but would be subject to foreign student's fee. The fee we are getting in any case would be no higher than the foreign student fee would be.

So really that avenue is not necessarily closed that much. I don't think we would stop the universities. We would not be happy at funding it if the decision were finally made to remove it. They would be ineligible for funding. But for them to take in the student from the States, for example, into a year preliminary to university, if they can afford to do it, they could still do that I should think.

**Mr. Cooke:** Is there any indication of which universities will maintain that program if the funding ceases?

**Mr. Wilson:** No.

**Mr. Cooke:** I would think that if the funding stops it would be difficult for the universities to provide the service, even if they do charge fees. Many students that would like to go into the preliminary years just won't be able to, because the costs would be quite high. Is that correct?

**Mr. Wilson:** Well, it is funded at 0.7 of the BIU now, which would be about \$1,800. If they lose a student they lose half of that, which is \$900, of which \$700 is fees. So it's only \$200 in grant in any case on a law student in that area which would be cut out. With this new formula enrolment, which is much less sensitive to enrolment, their base is there and the ups and downs are only at 50 per cent.

**Mr. Cooke:** But that would only help them for the first couple of years, right?

**Mr. Wilson:** No. That base is always there, 50 per cent, until that basic principle is changed.

**Mr. Cooke:** You've discussed this with the universities, obviously. I read in Carleton's submission—

**Mr. Wilson:** No, I have not discussed this latter thing in detail in the context of the 50 per cent split BIU value or the new enrolment averaging formula. We haven't discussed that explicitly. They are aware of what is going on. Carleton have indicated they can live with the decision. They want time enough to know what they can do.

**Mr. Cooke:** I read from their brief to OCUA that they could live with it but they weren't particularly pleased. They would probably maintain some type of program but they certainly feel that their program is aimed at a special type of student that will lose access or have access decreased as a result of this move on the part of the ministry.

**Mr. Wilson:** Is it this year's brief or an older brief? I am not sure which one you are referring to.

**Mr. Cooke:** This is June 1978.

**Mr. Wilson:** I haven't had a chance to look at that one yet. So it may be they have said something there.

**Mr. Cooke:** It has been out for a few weeks, I think. The transitional year program—I just wanted to ask the minister when we can expect a decision on that. I have forgotten.

**Hon. Mr. Parrott:** The end of June or the first of July.

**Mr. Cooke:** Just out of curiosity, why can't that decision or announcement be made during estimates when we can talk about it as a committee?

**Hon. Mr. Parrott:** You are more than welcome to talk about it and put forward your views on it. It's just that there are several things that must be considered before we make a final decision on it. There is nothing to prevent you from asking for any pertinent information about numbers or stating your views as to its value. That would be quite in order. We think there are some discussions with the Ministry of Education, with various organizations, that we must conclude before we make a decision. I repeat what I said a long time ago. We're talking about more than a year's notice on this program and it isn't as though a decision made in July would be operative in September. It's a year plus. It's not something that's exactly behind schedule.

**Mr. Cooke:** I'd like to touch on something I mentioned earlier in the estimates. Has there been any consultation with federal authorities on this restriction for foreign teaching assistants that apparently is going to be in

place? Do you support that decision and are you aware of the resolution passed at the University of Windsor? They're quite opposed to it and they feel that—I'll just read part of their comments to me.

"The attempts of Manpower and Immigration to restrict the granting of work visas to foreign assistants and foreign students will effectively bar them from obtaining teaching assistant jobs." Is the minister aware of that? Does he support the decision?

**Hon. Mr. Parrott:** We've had some discussions and perhaps Mr. Wilson would like to give you more information on the discussions we have had.

**Mr. Wilson:** As the minister said, we have had preliminary discussions. The Council of Ontario Universities has taken a preliminary look at this and made a proposal which is being considered by Manpower and Immigration which might provide a happy intermediate situation between a complete banning of foreign teaching assistants and providing opportunity for Canadians to get the first crack at everything. That is in the process of being worked out and I don't think it would be appropriate for me to comment on it at this time. The negotiation on that one will be between Manpower and Immigration and the universities.

**Mr. Cooke:** It would appear there will be some kind of compromise that will give priority to Canadian students while providing that if Canadians can't fill those positions then American or foreign students will be able to fill them.

**Mr. Wilson:** Foreign teaching assistants, yes. They may indeed work, but there will be people who'll get part-time teaching jobs out of this who might not have had them in the past. We don't know, but it would look as if there's something reasonable that could be worked out.

**Mr. Cooke:** Very good. A short question on the statements made earlier this year by OCUFA regarding American universities setting up courses in Ontario. The minister gave a reaction at the time their press release went out. Maybe he could clarify what his position is so I might better understand it.

**Hon. Mr. Parrott:** The basic position at that time was that no law is being broken. We're slightly aware, but not fully aware, of the extent that this goes on, but since no law is being broken, we are not about to take any action.

**Mr. Cooke:** Are you concerned about the accusation that there's a lack of control over it, a lack of assessment of the programs, that

the quality is inferior to what's being provided by Ontario universities? If that's true what are you prepared to do about it, if anything?

**Hon. Mr. Parrott:** Knowing the high quality of our Canadian programs, I'm not surprised they're not as good as ours. But if a person pays his dollar and takes the program, he takes his chances on that program unless there's a very flagrant misrepresentation. And that should be in another ministry rather than our own.

**Mr. Cooke:** What does this say about our institutions in Ontario offering these courses? Obviously there's a demand for them or they wouldn't be offering them in Ontario. Why are these courses not being offered by our own institutions?

**Hon. Mr. Parrott:** You see, that's the very point. These programs are being offered and in very large numbers. I dug out one illustration and I don't know whether Mr. Gardner has that. Was it with you, Paul, that we did that work? It was on M of Ed, wasn't it? I wonder if you'd refresh my memory on the exact figures. We looked at that and there are all kinds of opportunities for Canadians; they are much increased.

If Paul would come to the mike. We can give you some of those statistics of programs that are now readily available here in Ontario that are being duplicated by the American universities but not because of the lack of need for training of our graduates. That's a pretty important thing to consider.

**Mr. Gardner:** As you know, most of the programs are Master of Education programs. The data shows that of all the growth at the graduate level in Ontario in a four-year period, 57 per cent of that growth was in the Master of Education area. There's a very large enrolment indeed, at the master's level in education, certainly large enough to accommodate any of the demands of teachers to get an M. Ed for the purpose of a principal's certificate or what not.

**Mr. Cooke:** Is there any idea why these people don't take it in the Ontario system, then?

**Mr. Gardner:** Well, I think it's partly a question of individual motivation. Perhaps some of them aren't eligible for admission to an Ontario university's program for whatever reason.

**Mr. Cooke:** It wouldn't have anything to do with the times that those courses are being offered? Is it because the Ontario institutions are not as accessible to those people because of the times and so forth?



**Mr. Gardner:** I don't think so, because the bulk of enrolment at the master's level in education in Ontario is part time. Obviously, the universities are gearing their program times to make them available to people who are teaching Monday through Friday, 9 to 4.

**Hon. Mr. Parrott:** I was amazed when I saw those statistics. The percentage that was part time is extremely high. I think it would be very interesting for us to supply to you the information I received at that time. I was convinced the opportunities are there. I think I should send it to you and let you judge it for yourself.

**Mr. Cooke:** I am sure you would agree it's very confusing, if these programs are available in Ontario, why anybody would want to take it from an American university when they can get it from an Ontario university. I would think the degree from an Ontario university would have more stature in Ontario. It just doesn't make sense.

**Mr. Gardner:** I think part of the reason for that is the boards of education and the Ministry of Education seem to give equal status to a degree from a Canadian university and one from an American university. From the point of view of getting a principal's certificate or a merit increase or what not, it doesn't really matter.

**Mr. Cooke:** I know my time's run out, but I just want to ask one further question. It's regarding the press conference the minister gave on the 16th regarding the basic income units and the statement he made in the House today. I am not quite sure about them. Last year in estimates he said the same type of thing he said in the House. He said in response to a question from Mr. Warner, "We have been trying to say, certainly as long as I have been in the ministry, that it is a distribution mechanism. It is not a costing mechanism." On March 16 in your news conference, you spent most of the time trying to justify the budget restraint for this year by saying that the basic income units have kept pace with inflation. It seems to me that you were comparing a number of things that can't all be compared.

**Hon. Mr. Parrott:** Well, I don't see it that way. At the news conference we outlined the change in BIU values from 1967 on, and we related it to constant dollars. During that period of time the BIU method has changed direction by almost 180 degrees. Back in the earlier years it was simply a method whereby the universities were funded. It is no longer the same as it was then. The whole concept behind BIU mechanism has

changed. It is now strictly a distribution mechanism. It wasn't in the earlier days.

**Mr. Cooke:** Why did you choose to use that figure on that day?

**Hon. Mr. Parrott:** What figure?

**Mr. Cooke:** Comparing over a 12-year period the increases in the BIUs, when we were talking about funding at universities and we were talking about the overall operating budgets of universities.

**Hon. Mr. Parrott:** I think for several reasons. One, it compares very accurately the contributions relative to numbers, and that's awfully important, rather than just gross dollars. If we see that, we lose a lot of perspective. It's a very comparable figure to use in a historical sense.

**Mr. Cooke:** Why did you choose 12 years?

**Hon. Mr. Parrott:** The Star did. As we said earlier in the discussions, you can use whatever period you want, and frequently. There was some exception taken to it but, as I said, we all tend to use statistics to prove our own end. I wasn't saying that you did it only or that I did it only—

**Mr. Cooke:** We can get into that one tomorrow under student assistance.

**Hon. Mr. Parrott:** We all tend to do that, so big deal. That was the year the Star happened to choose, so we said let's look at it.

**Mr. Cooke:** I think it was unfair to compare it from 1967 or whatever up until now.

**Hon. Mr. Parrott:** Why?

**Mr. Cooke:** Because the system was growing in the '60s. Sure you were spending more money than the rate of inflation back in those days, but since then inflation has come on in the '70s; that is when I think you have to look at it. You built up the system in the '60s and now in the '70s you are not maintaining it.

**Hon. Mr. Parrott:** We built up the college system, too, in the '60s. You wouldn't expect us to have, for instance, the same number of capital dollars going into the system once it is built.

**Mr. Cooke:** No, I would expect you to maintain it.

**Mr. Wilson:** Mr. Chairman, I would think that in a time of growth the per-student-grade need would be greater than in a time of stability. Therefore, if it has held its own against what it was in a time of growth, that is an ever better case of holding the line.

**Mr. Cooke:** I would think, just from a common sense point of view, that when the system was growing in the '60s there was



more money going into the system. Then there happened to be a relatively low rate of inflation in the '60s; then in the '70s a great rate of inflation.

**Mr. Wilson:** Those were normalized for the rate of inflation and they were brought back to the basic income per student. Therefore, all those factors have been taken care of in that number; so notwithstanding the fact that growth was being funded in 1967—and we are funding a steady state now—the rate per individual unit has stayed constant in constant dollars and that is important.

**Mr. Cooke:** I was just amazed that on the day the university students decided to have their protest, the minister brought these figures out in a press conference. There had been talk about the under-funding of the system for quite some time, and that had never been used at all, and then the minister cooked up this new figure.

**Mr. Wilson:** Sure, we had those figures around for ages, Mr. Cooke. They have been used on many occasions. That wasn't exactly a revelation on March 16.

**Mr. Cooke:** Anyway, thank you.

**Mr. Chairman:** The time allocated for this particular vote has expired. Shall item 1 carry?

Item 1 agreed to.

Item 2 agreed to.

Vote 2702 agreed to.

On vote 2703, college and adult education support program; item 1, support for colleges of applied arts and technology and other organizations:

**Mr. Sweeney:** Thank you, Mr. Chairman. I would like to start with the information the minister and his staff gave us recently about the recommendations of the council of regents with respect to funding.

First of all, Mr. Minister, I could say that when I got that great pile of paper, I thought we were going to get an awful lot of information but I see that it boils down to only two pages that have anything to do with funding. I am not quite sure how to read that.

What I am trying to say, obviously, is that either the council of regents gives you much less direction and advice with respect to funding than OCUA does, or there is an awful lot more material some place else that we didn't get. One of the two. Maybe you would like to comment on that comment first?

**Hon. Mr. Parrott:** That's correct; they have not had the same formal method of recommending on the funding and it is only very recently that they have become involved at all. In the early days of the college system

they were not involved with recommendations on funding as a formal group.

**Mr. Sweeney:** Mr. Minister, am I to understand then that this single page is all that you get from the council of regents with respect to funding recommendations? You gave us nothing else with respect to funding, though there is one sheet here with two short paragraphs with respect to distribution which gives no figures. Excuse me, there is one figure on it.

**Hon. Mr. Parrott:** For the benefit of Hansard, I want to turn to Mr. Adams to give us some more information.

**Mr. Sweeney:** Mr. Adams, before you begin, what I am trying to get at, obviously, is that with OCUA we have some sense of knowing what has been recommended and why, and then following your comment on it we can react to what the minister in fact does. We are trying to draw some kind of parallel with what the council of regents does in that same area. That is the basis of my question.

**Mr. Adams:** Last year was the first year in which the council of regents saw fit to provide a recommendation on funding. It did this because it became aware that the OCUA was doing this and naturally they had concern that the college system would be adequately funded. In response to your request, we got the specific recommendation and passed it on to you, which showed, I think, an 8.6 per cent increase in funds recommended overall.

**Mr. Sweeney:** There's the series of about eight or nine possible recommendations. And the very lowest one is 8.6.

**Mr. Adams:** Right. And that is with certain assumptions with regard to the rate of growth of inflation and what have you.

**Mr. Sweeney:** Yes. I have no other figures to go on. As a matter of fact, the first thing I tried to do when I got that was to compare the figures listed in there with the figure listed on page 71 of the minister's back-ground.

I'm sorry, I am probably missing something, but I can't quite figure out where the relationship is. The figure in your estimates is \$419 million and I don't see that figure anywhere on this one sheet of paper. I see \$277 million and I see 8.6 per cent, but I am having difficulty reading it. Perhaps you could assist me.

Let me put it this way: what I'm looking for is the relationship between what is recommended and what in fact is actually in the

budget. Can you help me find that? And how close is it?

**Hon. Mr. Parrott:** Let's get on the same figures each and every time. Page 72 is the better one because 71 is just a broad grouping.

**Mr. Sweeney:** Would you help me find the comparable figures then, Mr. Minister?

**Hon. Mr. Parrott:** Okay, on page 72 is this year's. On page 74 we have transfer payments, grants for operating costs and they relate—that's your comparison between 1977-78, 1978-79.

**Mr. Sweeney:** So therefore, is that figure of \$271 million in your background paper comparable to the \$277 million requested? Are they comparable?

**Hon. Mr. Parrott:** Better let Mr. Adams address that problem, or Mr. Kerridge, who is the other gentleman who came forward.

**Mr. Sweeney:** Do you yourself know, Mr. Minister?

**Hon. Mr. Parrott:** Let me say this to you before we hear from either Mr. Adams or Mr. Kerridge. There is obviously the formal advice from OCUA.

**Mr. Sweeney:** Yes.

**Hon. Mr. Parrott:** Obviously, there has been a good deal less formal advice from the council of regents over the years.

Do I know how much they think we need? Yes, in both instances I do. I also know that I have to live within the dollars allocated to the system.

**Mr. Sweeney:** I am not quarrelling—and I can't even find it yet—whether or not you have under-funded as per their recommendation. I can't even see that.

That's the first question I'm asking. What you are alluding to now may possibly be question two. Until I get an answer to number one, I can't even ask number two.

**Mr. Kerridge:** Mr. Sweeney, the base number last year was \$257.3 million.

**Mr. Sweeney:** I see that.

**Mr. Kerridge:** It is slightly higher than the number on your page, I believe, because of a couple of other items added in late, but they were increased in the proposal by the percentages shown up to \$277.7 million. The amount in the vote this year is \$271.7 million.

**Mr. Sweeney:** Yes, I see that.

What I'm trying to get at then—is that figure of \$271 million actually in the vote comparable to the figure in the far right column on the recommendation sheet which

reads \$277.7 million; and the heading at the top is estimated 1978-79? Are they comparable figures?

[5:00]

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Now, if I follow correctly, it looks as if they are asking for an increase of about \$8.6 million and based upon their recommendation it is under-funded by about \$6 million, which may drop it down to eight per cent. Is that reasonable, as a ball park figure? In other words, they asked for \$8.6 million. Did they get about eight per cent?

**Hon. Mr. Parrott:** Oh no, \$5.8 million.

**Mr. Sweeney:** They got the same as the universities did.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** So the roughly \$6 million under-funding as per recommendation—obviously linking those two concepts—compares with the roughly \$26 million under-funding we discovered at the university level. Those figures are comparable on a percentage basis.

**Hon. Mr. Parrott:** Right on. Under-funding is your term and that is fair enough.

**Mr. Sweeney:** I am using them in tandem.

**Hon. Mr. Parrott:** I think you will find that the ratio is almost identical—so close that we would be splitting hairs not to say identical. That is, the funding to the two of them were the same and in very general terms they are the same kind of recommendation and the same kind of dollars were allocated as compared to requested.

**Dr. Parr:** Mr. Chairman, just to be clear, the ratio of what Mr. Sweeney calls the under-funding is different, but the ratio of the increase upon last year's base is essentially the same for colleges as universities.

**Mr. Sweeney:** Dr. Parr alluded to my second question then. Can you tell me what the ratio to my use of the word under-funding is?

**Dr. Parr:** As you said, Mr. Sweeney, the universities figure turns out to be \$26 million less, I believe you said—

**Mr. Sweeney:** Yes.

**Dr. Parr:** —than OCUA's recommendation.

**Mr. Sweeney:** Right.

**Dr. Parr:** And that's \$26 million on something like \$800 million. The college one is about \$6 million less on \$270 million.

**Mr. Sweeney:** I see the basis of it. You wouldn't know offhand what the ball park percentage is?

**Hon. Mr. Parrott:** One is ball park and I was going a little bit more by ball park

than the deputy, but you are talking about a three-to-one ratio. Seven would then be 21. So there is—

**Mr. Sweeney:** So, in fact, the under-funding at the colleges is a little less than comparable under-funding at the universities on that kind of ball park figure?

**Hon. Mr. Parrott:** Yes, but it becomes relative to the advice, you see. That's the problem. That's why I am pretty hesitant to say yes that's true because had the OCUA said we needed \$126 million then you could have made the logical statement that the under-funding was a tenth. So it becomes relative to the advice.

**Mr. Sweeney:** I appreciate that. Can I come back to the comment you made yourself, Mr. Minister, that you have received considerably less advice from the council of regents compared with OCUA. Can you tell me why? What's the function of the council of regents?

**Hon. Mr. Parrott:** They have quite different functions, and that is perhaps why.

The council on university affairs is essentially a buffering mechanism between government and the institutions. They see their role that way and therefore they feel if they are to act as true buffer their positions should be well known, not only by the ministry but by the university system and of course by everyone, whereas in the college system the council of regents has a much more direct operating function to play. For instance, on course approvals by COR, they are far more intimately tied to our college affairs branch than is the council to our university affairs division.

So, on a day-to-day operating basis the advice perhaps received by college affairs division from COR is probably greater, but on a formal basis you would assume that it is greater at the university level.

I suspect then, to sum up, the advice received from the council of regents is indeed more than council of university affairs.

**Mr. Sweeney:** Would it be fair, then, to carry that one step further and say that the colleges are less autonomous and less independent than the universities are?

**Hon. Mr. Parrott:** No question about that. Yes.

**Mr. Sweeney:** Is that by design?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Has that always been the case or is it a growing tendency? How do we relate that?

**Hon. Mr. Parrott:** It's always been the case. I think the mandate the government saw

when they originally established the college system was quite different than the university system. It was a system that the government decided in its wisdom was a very necessary social tool of that day.

The university system, may I remind you, grew up completely independent of government. The day once was when the universities would want no part of government involvement at all. The background is entirely different.

**Mr. Sweeney:** Let me go one step further. Is it fair to say that the ministry tends to call the shots more with respect to the colleges than with the universities?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Okay. Let me move right on, then, into another area, that of the current negotiations.

As the minister is well aware, I have brought to his attention that the style of negotiations would appear to be such that the minister might find it advisable, especially after what we've just discussed, to intervene a little bit more aggressively than he has. I clearly got the impression you felt that wasn't your function at all; that in this particular kind of situation you stand back and let them fight it out themselves.

**Hon. Mr. Parrott:** That is primarily because the act that established the college system established, first of all, that the bargaining agent for the government, if I can use that term appropriately, would be the council of regents. From that decision, when the College Relations Commission was established on a pattern similar to the Education Relations Commission, it was important, I think, that the council of regents become the bargaining agent.

It was very clearly said in the act that they should be the bargaining agent. It is quite different from either the secondary—and obviously, the elementary system—or the university system; quite different. Individual bargaining at the university level without government involvement at all; whereas in the secondary system where you have board involvement, the dispute would be between the board and the teachers' local. In the college system there was a great deal of centralization on both parts—one bargaining agent for both the union and the administration. The bargaining was all centrally done.

I would think it would be just as wrong for one college to hive off and say that it's a pretty good agreement and that they will accept it, as it would be for the government to displace the bargaining agent called the



council of regents. I think both sides have agreed that the bargaining should be done by their respective bargaining agents.

**Mr. Sweeney:** That's one way of looking at it. I think another one might be—and I think you're well aware of the fact that I have raised this possibility before—that when it is desirable to do so, there is a certain amount of “influencing” that goes on from your ministry with respect to institutions. When it isn't desirable to do so, it doesn't happen. It seems to be like trying to play both sides of the coin at the same time.

**Hon. Mr. Parrott:** In some issues in the college system we take the full responsibility—

**Mr. Sweeney:** Actually, I wasn't referring just to the colleges. I'm talking about your total ministry, especially with reference to some of the questions from my colleague you answered earlier.

**Hon. Mr. Parrott:** We see the systems differently, and it's important that they are seen to be different. I make no apologies whatsoever that the college system is entirely different from the university system.

Interestingly enough, I received a letter with a little postscript just this morning from a college president: “Thank goodness you are standing firm in your position that the systems are different.” So we agree, I think—at least the college presidents and myself—that these systems should be different.

If that's true, then it's logical in my mind to have an entirely different relationship with the college system than you would the university system.

**Mr. Sweeney:** But, Mr. Minister, can you not sense our frustration when we try to come at certain points and you allude to autonomy? For example, now you are alluding to the autonomy of the council of regents with respect to negotiations; you were alluding to the autonomy with respect to university affairs earlier. When it seems to suit your purposes, when we suggest that maybe you should intervene a little bit more aggressively, you pull back and say, “I can't do that. You want me to take over.”

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** I would suggest to you, by the way, that isn't just our sense of frustration, but that exists in many people's minds. In other words, you do it the way you want to depending upon how you want it to end up. In other words, there doesn't seem to be a consistency there.

**Hon. Mr. Parrott:** I don't think in any other area, other than bargaining, have I

tried to suggest that we, as a ministry, were not responsible for the college system. There is a very valid reason for saying that we should not get involved in the bargaining system. But we have not tried to suggest on any other occasion that I can recall, and maybe you can refresh my memory to the contrary, that we have said no, that is not our responsibility.

We don't obviously get into day-to-day supervision of administration. That is, after all, why the administration is there. But I would be less hesitant to go to the administration of a college than I would to the university and say, “What's the deal on this one?” for instance. We have always had a difference in that regard.

Perhaps I can share with you the reason that this came home so forcefully. The president of the bargaining agency for the college faculty association from Laurentian two or three years ago when I was there—I guess it would be in February 1976—reminded me very forcefully that the minister should not make comments about the bargaining process. That was in violation of the act. That warning came from the faculty, not from anyone else.

I got out the act and I think the act says very clearly that anyone who uses coercion—that is their word—to affect bargaining is in violation of the act. I have been very cautious ever since because of that episode and because of a reference to the act.

I don't know whether we have the act here or not—do we?

**Mr. Sweeney:** I have a copy of it, yes. I referred to it earlier.

**Hon. Mr. Parrott:** If you scan that act, you will notice in there the word “coercion.” Is it not there?

**Mr. Sweeney:** I am not sure. I don't remember the exact wording. Okay, I will buy that particular point.

Does it not concern you that of the last five series of negotiations, only one of them was settled prior to December of the year in which it takes effect? In other words, the pay period is the school year, August to the following July or something of that nature. And only once in the last five or six years—in 1975, if my memory serves me correctly, and from the little bit of studying I have been doing on it—was it settled before the end of December. Even then, in fact, it went into the next one.

What I am trying to get at is, does this whole negotiation process appear to you on that kind of basis to be very satisfactory? Is there maybe not something wrong with the

fact that you are doing it on a province-wide basis as opposed to an individual institution basis like the universities do? They don't have anything like that, to my knowledge.

**Hon. Mr. Parrott:** The decision was to centralize the bargaining. I think, given that there is quite a significant difference between the two systems, I am not upset by a central bargaining agent.

If you are asking me if I would like to have seen a contract settled early, that would be easy to answer. But it also must be drawn to your attention that those who bargain are just good bargainers. I must be very careful not to violate my own previous principle of not interfering, but I think that there has been in the past no sign of ill effects to the system. That is a comment about all negotiations prior to the current one.

[5:15]

**Mr. Sweeney:** You are not hearing the same messages I am.

**Hon. Mr. Parrott:** I'm sure there are always people not happy with a contract after it's settled or before. That's not unusual, is it?

**Mr. Sweeney:** Let me go to the act itself and draw your attention to section 67. I don't expect you have a copy there so I'll read it to you. I think you'll get the point that I'm making. It refers to the group that has the bargaining rights.

As I understand clause 67—and I think rightfully so—the act specifies that another group, or literally almost any group, can have the bargaining rights for the faculty. In other words, the act is not making any attempt to designate who shall have those bargaining rights. Much like a labour union, if the members wish to change their bargaining agent, they have the right to do so.

That's the way I understand section 67. Is that a correct understanding?

**Hon. Mr. Parrott:** That's the way I understand it. Are we all agreed? We're all agreed.

**Mr. Sweeney:** Again, let me be as clear as I can. I am not holding a candle for any one bargaining group. That's not my business, that's the faculty's business. However, the wording of section 67 as such says that the settlement of the contract must be complete by December.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** The only time that another bargaining group would have the right to request a change in who shall be the bargaining group also has to be in December. If those two don't coincide, then it's not possible to make a change.

Coming back to the point I made earlier, in the last five negotiations it was only possible once for the faculty associations, if they so chose—and I repeat, that is their business alone—where this section of the act could have taken effect.

Given that, as I understand the section of the act, at least once a year they should have the option, if they want to take it. Experience has shown that 80 per cent of the time they couldn't have taken the option even if they'd wanted to. Does that not suggest to you that this section of the act should be changed so that the intent would at least be possible? Would you be prepared to consider an amendment to that section of the act on the basis of the data I just gave you? Or is there something I'm missing?

**Hon. Mr. Parrott:** Obviously we're not going to have an amendment this year. There will not be a change in the act this year.

**Mr. Sweeney:** What do you mean by "this year"?

**Hon. Mr. Parrott:** This session of the Legislature for sure, that's obvious; perhaps in the fall.

**Mr. Sweeney:** Are you talking school year or calendar year?

**Hon. Mr. Parrott:** I'm talking about this session of the Legislature.

**Mr. Sweeney:** Which ends in June or goes into next fall?

**Hon. Mr. Parrott:** That's the session we'll go into next fall. I don't see it coming forward that soon. I wouldn't be opposed to consideration, personally. Mr. Adams says there are some technicalities here that he'd like to put forward and I'm prepared to listen to those. I don't have any strong position that we shouldn't consider that. It's a valid point. I think we should give it consideration.

**Mr. Sweeney:** Is my interpretation correct, by the way?

**Mr. Adams:** We agree with your interpretation. If you are agreeable, Mr. Sweeney, I would like to reply tomorrow after we've had a chance to think about it.

**Mr. Sweeney:** It would seem to me the change would be a very minimal one. Given that was obviously the intent of the legislation, I can't really appreciate why it wouldn't be possible to bring in an amendment fairly quickly. In other words, I'm having difficulty following your statement that there is no way we could do it this session.

**Hon. Mr. Parrott:** If I had total agreement from both parties—unconditional, iron-



clad agreement—that no other item would be discussed in the fall portion of this session, I think I might be persuaded. But as you well know, when you open an act, you open an act. It's amazing to me how much discussion we get into on unrelated fields on second reading, I am sure you are aware of that. But in the spirit of co-operation, let's address the problem tomorrow, and I have no reason to believe we shouldn't. I have never had a complaint either. I don't know whether you are suggesting that your ears have heard some complaints on this portion of the act. If they have, fair enough, I don't ask you to put it on the record but we haven't heard any complaints in this regard.

**Mr. Sweeney:** I can assure you I don't spend my free time pursuing bills dating back to 1975. It was brought to my attention, certainly, I would never have spotted that alone.

**Hon. Mr. Parrott:** No.

**Mr. Cooke:** Are you saying that some people want to get away from OPSEU?

**Mr. Sweeney:** They want the option to be able to, if they so choose, like any other labour union organization.

**Hon. Mr. Parrott:** Let's look at the technicalities between now and tomorrow and we will come back to that point. For whatever it's worth, you have no opposition from me to consider it very openly.

**Mr. Sweeney:** I am not holding for any one group. That's up to the members themselves.

I would like to come back to a point raised earlier by another member about the responsibility of the Ministry of Industry and Tourism sponsoring—or encouraging of motivating, whatever the proper word is—a specialized school, if you will, for hotel management, food preparation and that whole business related to the tourist industry. I have two concerns to which I would like you to respond. I don't think you did at the time the question was raised initially. The first one is it would seem that that could begin a pattern of spinning off specialized schools. I am sure you appreciate as well as I do, there could be no end to that. Any particular interest group could justify doing this for any number of purposes. What would that do to the college system? The second is, these kinds of specialized schools more than likely would be located in Toronto with some accompanying negative effects, particularly in regard to northern Ontario.

Would you care to comment on these two possible negative attributes of this particular plan? Now I know it hasn't been done, I am not suggesting it has, but before the decision

is finally taken what do you think of that aspect of it?

**Hon. Mr. Parrott:** I can be rather brief on that. What I said when the question was raised previously is about all I have to say. I did stress at that time that we saw our ministry as the ministry, and the only ministry I could have said, to do training. We still see it that way and therefore you and I certainly don't disagree.

**Mr. Sweeney:** All right, what about the two specific issues? Can you see your ministry spinning off specialized schools and tending to centralize in Toronto?

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** Okay. You appreciate the concerns being expressed in that area.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Very good. I would like, just for a minute, to take a look at the bilingualism grants. There is concern. Perhaps you could tell me exactly how they work with respect to the community colleges, could you give me some assistance there?

**Hon. Mr. Parrott:** I think I will have Mr. Adams or Mr. Kerridge give you the details of that if you will?

**Mr. Kerridge:** Mr. Chairman, they are in two broad terms. Firstly, the bilingual subsidy to those colleges assisting French-speaking people, which is built into the general subsidy over a period of years from various formulas introduced. There would be about \$2.5 million involved in the general grant. On top of that, there would be the other broad category of specialized francophone bilingual assistance. The bulk of that falls into seed money or set-up costs for a college to experiment with a new program other than their normal program. There is \$160,000 in that this year. Then on top of that there is some money for adult night education classes for francophones, and there's about another \$400,000 in that.

**Mr. Sweeney:** What type of monitoring is done to assure yourself that the use of those funds parallels the intent?

**Mr. Kerridge:** The special money I referred to last is monitored in effect since they're one-shot handouts of money. These are monitored to see that the classes took place. The larger amount of money in the general operating grant is monitored by the boards of the colleges in that they are monitoring all their programs to make certain services are being provided by those colleges.

**Mr. Sweeney:** Obviously my questions have a specific direction. I'm referring, to a study



that was done by Price Waterhouse with respect to the province's Advisory Council for Franco-Ontarian Affairs. It seems to be somewhat concerned about the lack of monitoring and follow through and the fact that nothing's been done to see whether you're doing any good or not. Do you care to comment on that?

**Hon. Mr. Parrott:** The Price Waterhouse study did indicate that they felt we needed more information on which to base our grants. The grant itself is extremely difficult to assess because it's mixed with the normal funding of the college, to separate the two was extremely difficult. It was on that basis that we could see some validity in what they were saying, but at the same time we recognized that to separate them perfectly was a mammoth task, to say the least.

I don't know whether you want to add to that or not, Mr. Kerridge.

**Mr. Kerridge:** The essence of the report, to me anyhow and to others on the committee, was the cry for a rationalized process of handing out or distributing francophone money. We all agree we need that and we are actively working on a way of modifying the systems that have developed over a period of four, five, or six years, so that you will be able to say, "Here are the criteria for a grant and here is the grant against that criteria." This is exactly what will be done in the 1979-80 funding.

**Mr. Sweeney:** To what extent could the report of the Franco-Ontarian advisory council released in April of this year relate to that? They seem to be making a couple of different suggestions. For example, they want a complete French-language community college. In what way are the concerns expressed by Price Waterhouse that maybe the money isn't being used in the best possible way related to this Franco-Ontarian report? What's the connection you see?

**Hon. Mr. Parrott:** In this instance we're talking about one of perception. I don't think there's any doubt there is some relationship to that.

I'm not surprised that the advisory council is asking and wanting and promoting greater monetary and academic and administrative support for bilingual education in the college system. I must say here, however, that that is an advisory council and their recommendations go to the council of regents which views them and then reports on them as they see the effect on the total system. I give Mr. Deslauriers full credit for promoting the Franco-Ontarian community to the very best

of his ability. It's a matter of perception to some degree.

**Mr. Sweeney:** What is your understanding of the relationship between Franco-Ontarian opportunities in the college system compared to the university system?

[5:30]

**Hon. Mr. Parrott:** I think what we're primarily concerned about and what has been predominant throughout the years in the college system, is that the educational process should always lead to the useful training in the job market. I think that was the major theme the college system has tried to promote. On that particular major premise, the council of regents have felt to have a unilingual francophone person, not in a competitive position in the community in which he or she found himself or herself, would be an eventual disadvantage to the student. Therefore, I think they've said "We want the graduates of our system to have full opportunity in the work world."

With that in mind—and I think that's a very important premise—they felt it would be better done under the present arrangement rather than by taking the direction the advisory council would have us go.

**Mr. Sweeney:** Do you have any intent, at this time, to publicize your reaction to the advisory council's recommendations, especially since they gave you a time line?

**Hon. Mr. Parrott:** That is to council now. I wanted to be sure the letter had gone. I know we've made a decision on it and that letter has gone to Mr. Deslauriers. We are not accepting his recommendations on this matter.

**Mr. Sweeney:** That would be mainly based upon the recommendations from the council of regents?

**Hon. Mr. Parrott:** Yes. I think the proposal, administratively, would have been extremely difficult to begin with. I guess down the road they saw the 23rd college being a totally unilingual college. That has been rejected.

**Mr. Sweeney:** Okay. I'd like to raise a question I brought up to you last year. In the estimation of private schools, they face unfair competition with respect to the community colleges. Do you have any specific criteria as to when you start a program in an area where a private school is already operating the same program? How do you make that decision?

**Hon. Mr. Parrott:** I don't know whether Mr. Noble or Mr. Kerridge wants to answer.

**Mr. Sweeney:** There is a reference in your book, on page 76, about the registration of private schools, so I think it ties in there. I'm thinking more of where the private school is already in operation, performing a service, and the community college moves in to offer a parallel service. Do you have a criterion for that?

**Mr. Adams:** No, the criteria used as to whether a program is mounted in a community college or not is one of need in that community. If the college is able to demonstrate there are a sufficient number of people interested in the course and there are enough employers interested in the product of that course; and if we, in our turn, in our staff work, are able to determine these are valid cases being put before us, and it's not a duplication of something else already adequately serving the needs; and if the council of regents concurs with all of the arguments presented to it; then that course is mounted. I would have to admit that whether a private school may be offering a course is not really a consideration, but I would hasten to add that if the market were more than being adequately filled by the private school, then presumably it would not be feasible for the college to mount such a course on its own.

Viability is really what is at stake here.

**Mr. Sweeney:** Is there any prior liaison with private school operators in that area of those courses?

**Mr. Adams:** I'm not sure what may happen between the college and the private schools in its areas. I do know we've had some instances of a college contracting with a private school to offer certain courses rather than duplicate that course. This has been, of course, agreeable to all parties.

**Mr. Sweeney:** But that's not done on a regular basis I gather, Mr. Adams?

**Mr. Adams:** It's more the exception than the rule.

**Mr. Sweeney:** If I can use a concrete example, the flying program that is offered by Seneca College: given the multitude of flying schools across this province, in virtually every community—and I understand that's a very expensive course at Seneca—why would they have gotten into that? Maybe it's not fair to be that specific but at least that's where my questioning is heading.

**Mr. Adams:** The demand at the time the course was mounted was adequate to warrant it. We keep a very close tab on it because this is not the first time this particular instance has been brought up.

**Mr. Sweeney:** Yes, I know the issue is not new; but it deals with the area I'm trying to get at. One of the things we're talking about is the shortage of funds to do the kinds of things that we literally have to do and should be doing. My questioning is directed at why we move into areas, especially a very expensive area like that, when there doesn't really seem to be a need, where the need appears to have been met?

**Mr. Adams:** I recall at the last session here we were explaining what the multi-year planning process is with the colleges. This is the very sort of thing which the council of regents will refer to a college for its consideration in consideration of shrinking dollars and increased demand for realignment of their own spending priorities. We've had some success in colleges cutting back programs which were relatively expensive in order to get greater utility across the board, and this is certainly one of those high-cost ones that I'm sure would be brought to Seneca College's attention by the council of regents.

**Mr. Sweeney:** Just recently you published the results of a study with respect to nursing in Ontario. I have a copy of the Ontario Hospital Association newsletter. I'd like to read one sentence and then ask you to comment on it with respect to the study.

**Mr. Chairman:** I presume, Mr. Sweeney, that's the second item you're going to deal with?

**Mr. Sweeney:** No.

**Mr. Chairman:** The school of nursing systems?

**Mr. Sweeney:** No.

**Mr. Chairman:** You're still on the first item?

**Mr. Sweeney:** This is the two-year diploma course, RN; it's not nursing assistance.

**Mr. Chairman:** I'm sorry.

**Mr. Sweeney:** "OHA's recent survey on nurse employment showed that fewer than one in four of the RNs hired by hospitals so far this year have been the two-year graduates." That's one in four, 25 per cent. What has that got to do with the study you just concluded, if anything?

**Hon. Mr. Parrott:** Nothing. I can't tell you how long ago that study was originated, but it's got to be at least two years. I know that one's been in the process a long time and well in advance of any statistics that we had relative to employment.

Going over the history of nursing very briefly, when the change was made it was down to a two-year program and then it



was switched from the Ministry of Health to ourselves, from hospitals essentially to the college system. There are so many major changes that we felt it was time for a review of the whole process. We had to let it settle in for a while to see what was happening and then we took a pretty extensive study of it. That has just come forward. It was completely coincidental that the study should come forward relative to employment problems.

**Mr. Sweeney:** Would it not concern you, though, that only 25 per cent of the two-year course graduates would be hired when hirings are being done, although there is an abundance of them available? There's no shortage of them.

**Hon. Mr. Parrott:** Sure it does, and that's precisely why, between ourselves and the Ministry of Health, we reduced the number of positions by 15 per cent two years ago and by the same percentage last year. We very consciously reduced the numbers. There's a prime illustration of the total difference between a university program and our college system. We don't feel—not compelled to be able to go in and do those kinds of things, but we wouldn't do it in the university system; that's an aside, excuse me.

**Mr. Sweeney:** I'm not so concerned about the total number of two-year people available to the market, but that given a choice the hospitals invariably, 75 per cent of the time will not hire them. Whether there are 10 available or whether there are 100 available, they're not hiring them. Isn't that an indication?

**Hon. Mr. Parrott:** People like experienced help, it's that simple. That is true in so many fields. That was the very purpose behind our establishing OCAP, namely, to give people experience in a field. All you're identifying is a very common phenomenon. People like experienced help when the experienced help is readily available.

I would remind you that many of those graduates were trained in exactly the same school. They're not being discriminatory against our schools. They're simply saying they like experienced help.

**Mr. Sweeney:** I would suggest it's also saying they're not satisfied with the graduates of the two-year programs.

**Hon. Mr. Parrott:** No. I think you'll find that most of those people of the 75 per cent are graduates of our two-year program. That program has been going on for some time.

**Mr. Sweeney:** That's the point. If the hospitals in one period of time are hiring 100

nurses, only 25 of them are two-year graduates, period.

**Hon. Mr. Parrott:** Of current graduates, or graduates since 1972, they hired only 25 per cent of the graduates?

**Mr. Sweeney:** Let me read what they said. "Fewer than one in four of the RNs hired in hospitals so far this year have been two-year graduates." In other words, given the choice of a two-year graduate or anyone else, regardless of the experience—"

**Hon. Mr. Parrott:** Do you mean, then, they must have hired people this year who were graduates prior to 1972? When did we start our two-year program?

**Dr. Parr:** In 1973.

**Hon. Mr. Parrott:** In 1973, I stand corrected.

**Dr. Parr:** It moved into the colleges in 1973, but I think it was a two-year program before then.

**Hon. Mr. Parrott:** It's existed at least since 1972. It's six or seven years since we've had a three-year program. You could be correct in that, but I suspect that what we're seeing is the current two-year graduates. That would be an interesting point to ascertain.

**Dr. Parr:** We have another statistic which could have some bearing on it.

**Hon. Mr. Parrott:** Yes, we have another statistic here which might be interesting.

**Mr. Sweeney:** Is there another variation on that theme?

**Mr. Adams:** Could I just read this into the record: "Data from 18 out of 22 colleges which carried out the followup of graduates into 1977 show that a total of 79 per cent are now employed. Of this total, 42 per cent are working in Ontario; 33 per cent outside Ontario; and four percent are employed in other than nursing. The remaining are either not available for employment, are unemployed or no information was received by the colleges."

**Mr. Sweeney:** So 42 per cent were employed in Ontario?

**Mr. Adams:** Of the 1976 graduates, 42 per cent are working in Ontario and another four per cent are employed in Ontario other than in nursing.

**Dr. Parr:** So 42 per cent are in nursing.

**Mr. Warner:** The program needs to be reviewed according to your own study.

**Hon. Mr. Parrott:** We're not arguing that. We think there are improvements that we can make.



**Mr. Sweeney:** Is it reasonable to assume, then, that there will be changes made on the basis of that statistic, plus your study?

**Hon. Mr. Parrott:** Not on the basis of that statistic, necessarily, though we're interested in that. On the basis of the study, we think some changes will be made. I'm not down-playing that. I think we will take that into consideration, but I don't think there is any doubt some changes will be made. We tried, in the press release, to outline the general tone of what those changes would be rather than being specific.

The member for York East (Mr. Elgie) brought up a very valid point to me this afternoon that indicated clearly why we would put out such a broad guideline. We hope for that kind of feedback to come in. I guess I can go so far as to say that the point that was made by Mr. Elgie was made to him by somebody else. That's the great value of establishing general principles and then getting some reactions to them.

[5:45]

**Mr. Sweeney:** May I move to another topic, Mr. Minister? I notice an advisory memorandum from the council of regents to you, dated July 6, 1977; subject, students on boards of governors. This was brought up last year. I don't know whether it was the year before or not, but I know it was brought up last year—

**Mr. Warner:** And the year before.

**Mr. Sweeney:** And maybe the year before. Are we any closer? And if not, why not; because from the correspondence I have, and I'm quite sure that you have it the same as I do, the indication is there's really no good reason for the delay.

**Hon. Mr. Parrott:** The decision has been made that we will not have students on the boards of governors, but we are asking each college to make sure there is very adequate consultation and dialogue with the students in the administration of the college.

**Mr. Sweeney:** Mr. Minister, are you aware of the fact that in most cases, and maybe all, I'm not sure—maybe I should ask the question first: how many colleges have faculty on their boards?

**Hon. Mr. Parrott:** None.

**Mr. Sweeney:** Do you not find it a little bit strange, incongruous, that every university board has both students and faculty, and yet no college boards have students or faculty?

**Hon. Mr. Parrott:** One could draw that conclusion, but given previous remarks, it's not surprising that we see the two systems quite differently.

**Mr. Cooke:** There's very little difference.

**Hon. Mr. Parrott:** Well, there's no formal senate, for instance, in the college system. There's not course approval in the institution in the college system, and there is in the university system. So there are all kinds of very significant differences in the two systems.

**Mr. Sweeney:** There's one little catch there though. My understanding is that the work of the senate at the university, 98 per cent of the time, 99 per cent of the time, is simply accepted by the board of governors; it's rarely challenged. Is that your sense?

**Hon. Mr. Parrott:** I suppose in academic matters, yes; I would hope that if a recommendation came from the senate and they are able to do so, they would comply. If a recommendation came through that had something to do with the expenditures of money, that it would be fairly challenged by the board of governors. It depends upon what the function is.

**Mr. Sweeney:** What I'm trying to get at is that the representation of faculty on the board and students on the board of governors, really doesn't have an awful lot to do with the function of the senate at the university. Although I appreciate that the recommendations of senate do come to the board, most of the time they're passed, they're accepted. My understanding of faculty and students on the boards of the universities would be to give that kind of input in the total operation; and if it's valid there, why would it not be valid in the college?

As a matter of fact, the feedback I'm getting from faculty and students is that they think they could make inputs. And the faculty and students who I've talked to—I don't know how representative they are—indicate they are rarely, if ever, consulted, and more particularly in the last couple of years.

I was talking to three different faculty groups. They said whereas four or five years ago they used to be consulted on a fairly regular basis, it's been zilch in the last two or three years.

**Hon. Mr. Parrott:** We're saying that indeed there should be consultation and we're making it very clear to the college administration that should occur. I've been told on most occasions they have a copy of the agenda and frequently choose not to attend on those items. They're not of particular interest to the college student. See, there are so many—

**Mr. Sweeney:** Mr. Minister, do you know what in fact actually happens in those situations? They might have a two to three-hour board meeting, and the first 20 minutes is so-called "open to observers" and the meat of

the meeting then goes behind closed doors—in camera, whatever you want to call it.

The present possibility of even sitting in and listening is so negligible as to be almost insulting, that is the reality of the situation. For you to say you are going to encourage them to do it really isn't saying very much.

You are effectively ruling out the possibility of students and faculties at community colleges having any real influence. I have to totally disagree with that. As a matter of fact, they don't even meet the board.

**Hon. Mr. Parrott:** Oh sure they do, on many occasions. The original question arose on whether or not there should be students on the boards, and then immediately it changed from students to students and faculty. Obviously, the issue wasn't just one of students; it was one of students and faculty.

**Mr. Sweeney:** I read this to mean your board specifically recommended it; your council recommended it.

**Hon. Mr. Parrott:** Yes, they did.

**Mr. Sweeney:** Surely the rationale for having students on the boards would be similar to having faculty on them?

**Hon. Mr. Parrott:** And support staff?

**Mr. Sweeney:** Support staff, of course. They are at the universities.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Suddenly there are less people at the colleges.

**Hon. Mr. Parrott:** That is absurd.

**Mr. Sweeney:** Then why not include them?

**Mr. Warner:** Give us some reasons why you don't want students, faculty and support staff on boards of governors. What is your rationale?

**Hon. Mr. Parrott:** We simply think it is a different process. There are all kinds of differences in the system. For instance, it is extremely difficult to have a student nominated who hasn't yet attended, so that takes care of first year.

It is only possible in the second year. The life of a student in a community college is limited. That's one major difference, you find possible student activity for five, six, seven, eight years in the university system.

I would think someone would want some considerable time at an institution before he would sit on the board. I don't think he would feel comfortable the first year, for instance, prior to any experience in the college system whatsoever.

**Mr. Warner:** There are some three-year programs.

**Hon. Mr. Parrott:** We can disagree; but that is the decision.

**Mr. Cooke:** We can disagree, but we have given you our reasons why we think students should be on the board, and I haven't heard any good reasons from you.

**Hon. Mr. Parrott:** I haven't heard any good reasons from you. You can play that game as long as you want.

**Mr. Cooke:** You say you want consultation, but how are you going to set up the consultation?

**Hon. Mr. Parrott:** There are illustrations of good consultation throughout the province. You are casting the administration in all 22 colleges as having no communication with their students. That is factually not correct. There are all kinds of illustrations right now where it occurs and occurs well.

There are some, I am prepared to admit, where it isn't as good as we would like, but to say that there is no consultation is just ludicrous.

**Mr. Warner:** The importance is to have a vote. That's what the question was about.

**Mr. Sweeney:** Mr. Minister, would you be prepared to get us some feedback as to where there is regular communication between staff and students and community college boards? I grant you I only checked a few of them, but the few that I checked all said nothing. Maybe I got a totally unrepresentative sampling and I am prepared to admit that possibility, but that just doesn't seem reasonable.

**Hon. Mr. Parrott:** I think I could, right off the top of my head. But we are obviously not going to conclude this vote today, so let me come to that question of where I think there is excellent co-operation now between the students and their boards first thing in the morning.

**Mr. Sweeney:** I would be pleased to hear the reasons for not having them on the board. We haven't heard those yet.

**Hon. Mr. Parrott:** I am saying a decision has been made. You advanced the reasons why you think they should be. I may not have accepted those reasons. I am saying that the decision is now made.

**Mr. Warner:** We just wanted some reasons for the decision, that is all.

**Hon. Mr. Parrott:** I have given you several, you have rejected them.

**Mr. Cooke:** Several?

**Hon. Mr. Parrott:** Yes. I have given you several and you have rejected them so I guess we just plain disagree on the issue.

**Mr. Cooke:** We will have to read Hansard to see where they were.

**Mr. Warner:** There weren't any today.



**Hon. Mr. Parrott:** The first one I gave you was the difference in length of stay, which is a pretty valid reason. But you don't accept that, so I guess it is pointless to go further.

**Mr. Warner:** I didn't say that.

**Hon. Mr. Parrott:** You said I didn't give you any reasons. I did.

**Mr. Warner:** One reason. Maybe you can give us a few more tomorrow, because I don't think you answered Mr. Sweeney's question, nor mine.

This is an important issue and we should be entitled to a little more explanation based on Mr. Sweeney's question. It affects 22 colleges and the students, support staff and faculty who are there. They are not being represented democratically, and for some reason they won't be.

Yet I understand you have made some public statement to the effect that you agreed the students should have a voting representation. I think we deserve some explanation.

**Hon. Mr. Parrott:** I said I would consider it for sure. I could see there was value in it. I think there are pros and cons. The issue has been decided for this time. I don't know whether we gain anything by talking about it more. I am prepared to listen to your submissions of course.

**Mr. Chairman:** Have you completed, Mr. Sweeney?

**Mr. Sweeney:** No, not quite. Can I just ask you one last question on that particular issue? As near as you can recall, what was the basis, the rationale, for the council of regents recommending to you that students be on their board? You have, obviously, told us you made a decision not to go in that direction, for your reasons. I don't have anything except there was a recommendation. I have a number of press clippings, but there are not too many reasons given as to why they thought that, other than the ones we have advanced.

**Hon. Mr. Parrott:** I don't know of an item that consumed more of council's time. I don't know of a more contentious issue that appeared on council's agenda. They do not give me the rationale for their decision, but I can assure you, on this occasion, that it was by the narrowest of margins that council decided to recommend. It certainly wasn't, by any stretch of the imagination, the first time around.

There are many who feel very strongly that they should, and there are many who feel very strongly that they should not, have the students represented on the board.

The issue started with students, and of course we changed the size of the board, now, rather dramatically. That, by the way, is reason number two that I gave. We are concerned about whether you would have to go constituency, after constituency, after constituency. Before long, I think you would either have to enlarge tremendously the number of people from the public sector, meaning the municipalities, who are Lieutenant Governor in Council appointments, or you would have their member far outweighed by the internal appointments. That has never been the tradition of university boards. I can say to you it was a very contentious item, and one that required many sessions to come to a final recommendation. There was a lot of controversy about it.

**Mr. Sweeney:** I notice the time is almost by, Mr. Chairman. Can I direct the minister's attention to page 77 in his background, and under: "To carry out the above objective C: Retraining those who have been displaced by technological change or economic decline.": and particularly to those last two words, 'economic decline.' We were discussing last week, Mr. Minister, the responsibility on the part of someone to assist staff at universities. I would suggest the same thing would probably be true very soon with the staff at the community colleges who are going to be displaced because of economic decline with respect to the funding of the universities.

It seems to me what you are saying in that particular objective is you have a responsibility to do that for the general public, but from what you told me last week you don't have any sense of responsibility to do that for those who could indirectly be your own employees. There seems to be a contradiction there.

**Hon. Mr. Parrott:** No, I correct you on two accounts: One, no sense of responsibility; and two, they are not our employees.

**Mr. Sweeney:** Well a different sense of responsibility.

**Hon. Mr. Parrott:** They are technically the employees of the board that hires them. I would think many of these people, in fact, perhaps all, although I had better not use the absolute term, represent the elite of the technological era they are promoting. They are technical schools, colleges of arts and technology. Large numbers of them have come from the private sector where they were the leaders in that community and that sector. I think many of them are in that very competitive position today; they could re-enter the market and be on the top of



the heap. I hope so. I hope our college teachers are, indeed, the elite of our system. It would seem only reasonable that they should be.

**Mr. Sweeney:** I wasn't thinking just of teachers, but also of the support staff in the schools. The very fact they are asking for some kind of assistance would certainly indicate they feel they are not ready to move into the open market.

[6:00]

**Hon. Mr. Parrott:** This mandate is not to them. I understand your point that we should have some concern for them.

**Mr. Sweeney:** I am looking at it from a philosophical point of view.

**Hon. Mr. Parrott:** At the moment, there is still ample opportunity for employment. It was four per cent last year. Applications are up again this year. I don't in the foreseeable

future see a downturn in the college system. Therefore, retraining required for those in the system at the most is rather remote, except for the obvious one of technological change. I am sure that applies there as in every place else. They are within the system. I hope they would know better than anyone else.

**Mr. Sweeney:** If the support staff from the universities were to apply to you through this particular mechanism, could they get retraining?

**Hon. Mr. Parrott:** Our retraining programs are administered by us, but the selection is basically through Canada Manpower centres. By and large, they select the applicants. We supply the programs. If a university professor went to CMC and he could qualify, I'm sure he would be eligible.

The committee adjourned at 6:01 p.m.

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## SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)  
 Gaunt, M.; Chairman (Huron-Bruce L.)  
 Kennedy, R. D. (Mississauga South PC)  
 Martel, E. W. (Sudbury East NDP)  
 Parrott, Hon. H. C.; Minister of Colleges and Universities (Oxford PC)  
 Sweeney, J. (Kitchener-Wilmot L.)  
 Warner, D. (Scarborough-Ellesmere NDP)

### From the Ministry of Colleges and Universities:

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division  
 Gardner, P., University Affairs Officer, University Affairs Division  
 Kerridge, E. L., Director, College Affairs Branch  
 Parr, Dr. J. G., Deputy Minister  
 Wilson, B. A., Assistant Deputy Minister, University Affairs Division









No. S-23

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



**Second Session, 31st Parliament**

Tuesday, May 30, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, MAY 30, 1978

The committee met at 3:30 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

**Mr. Chairman:** I see a quorum.

**Mr. Cooke:** Mr. Chairman, I think the minister was going to come back to comment on a couple of things.

**Mr. Chairman:** While the minister is getting some information perhaps I should suggest to the committee that if we could complete vote 2703 in the next hour, that would leave roughly one hour and 30 minutes for the final vote, the student affairs program. If the committee would concur with that I will try to carry that particular wish out on behalf of the committee. Is that agreed?

**Hon. Mr. Parrott:** Mr. Chairman, there are a few things we have to put on the record if you'd like. One was with respect to Mr. Sweeney's question on collective bargainings—the Colleges Collective Bargaining Act. This is essentially the answer and Mr. Adams might put it on the record for us.

**Mr. Adams:** Mr. Chairman, we have had a chance to review the Colleges Collective Bargaining Act, 1975, section 67(1) in relation to the interpretation of the right of an employee organization to apply for bargaining rights as bargaining agent. Mr. Sweeney's interpretation is correct. The application can be made only in the month of December immediately prior to the termination date of the collective agreement.

While there may be some merit to enlarging the time frame within which new unions can seek representation rights, cognizance must be given to the rights of existing unions and the maintenance of stability in collective bargaining. The act, in this regard, parallels section 2 of the Crown Employees Collective Bargaining Act, and is designed to balance not only the rights of the incumbent bargaining agent, but also those of the challenging union in the general interests of college employees.

If collective bargaining were in progress after termination of an agreement then to provide for the termination of bargaining rights or replacement of the incumbent union

could be viewed as improper interference with the incumbent bargaining agent as well as undermining effective collective bargaining.

The Colleges Collective Bargaining Act balances the various rights referred to above. If, however, there were a legitimate claim that the incumbent union was deliberately forestalling the outcome of negotiations through delaying tactics and bargaining we would have to give serious consideration to providing an opportunity for another union to make application for bargaining rights. Such consideration would have to be based on the maintenance of stability in collective bargaining and a non-interference with, as the case might be, a legitimate strike.

I might add that in our estimation this has not been the case to date. Although a new union has formed and is seeking support of college academic employees there has been no suggestion that it has been inhibited in any way, either in forming or proceeding. Therefore, it is my understanding that the ministry is not proposing to seek amendment of the act at this time.

**Mr. Sweeney:** May I respond, Mr. Minister? My understanding is that the new group has wished to make an attempt on two occasions now, but on each of those two was thwarted by the situation I described yesterday. I come back to the point that I made, Mr. Minister, Mr. Adams, that when four out of five possible periods of time are ruled out because negotiations continue to go on, do you not think with that kind of track record that the intent of the legislation is simply incapable of being fulfilled, and that therefore it is incumbent upon you and the ministry to reword that particular section in such a way that the intent can be fulfilled?

For example, another way of doing it might simply be to reduce the period of time. As it is now it requires eight months prior notice. Could it not be four or five months or something like that?

The other one, of course, is the point you made yourself, that it wouldn't be necessary—I can see the point you make and I think it is a valid one—but surely there is some way out of this impasse. Simply to let this particular clause stand for I don't know how many years in the future knowing what diffi-



culties it has created just doesn't seem right either.

I'll admit the solution is not an easy one but in my judgement you can't leave it like that when it isn't working, not the way you intended it to.

Is there no way out of this impasse?

Mr. Adams: Mr. Sweeney, I feel technically that the union you refer to could not have been thwarted in its bid to seek certification as I understand that it was just recognized in January or February last and so the first possible December is yet to come, some months away. I think technically it has not been thwarted to date.

Mr. Sweeney: If I am not mistaken, Mr. Adams, and I stand to be corrected, this other group had collected signatures roughly about a year ago now, for the December period 1977. It wasn't possible to do it then. They would like to do it again for this coming one, but given the track record they feel that they are going to be dealing with stale-dated signatures once again. In other words, I guess they have this sense of frustration.

Mr. Cooke: Don't they have to have one third before they can proceed? Maybe that's the problem—you are thinking that their efforts have been thwarted when they haven't ever received enough support.

Mr. Sweeney: I would like to repeat what I said yesterday, because I don't in any way want to be misconstrued as supporting one or the other, but I understood they had close to 2,000 signatures—and I don't know what the total numbers are—on that one occasion. As they look ahead for this coming year, they say they can do all the work to get the signatures and then find out when they come to be able to apply them in the following December they can't apply them because the negotiations are still going on. They see this as a never-ending stream.

Maybe it would be healthy to give them a chance to try. If they can't make it, fine. The air is cleared. But there seems to be a significant enough number of people in that bargaining unit who want to take a crack at another bargaining agent, for whatever reasons, that's their business, and yet they get this sense of being thwarted from doing so. I can only suggest to you that the way in which the legislation is worded at the present time that could go on for quite a long period of time, given the past track record. That's really all I'm trying to get at.

Is there no other way in which we can word this thing to at least give them a chance to try? In effect, no one has ever had that chance to try to be another bargaining agent.

The existing bargaining agent goes back to 1971, and as I understand it it is just common justice in all labour organizations that other bargaining agents have a chance if they so wish to try. If the employees so wish to support them, then fine. If they don't, then that is fine too. I'm just trying to find some way out of the present dilemma. I can't see that justice is being done by leaving it stand the way it is. That's what I'm really trying to say. Surely with all the expertise you people have you can figure some way out of it.

Hon. Mr. Parrott: Fair enough.

Mr. Sweeney: I think that is a fair comment, Mr. Minister.

Hon. Mr. Parrott: On this occasion I will accept your words of wisdom, relative to the last phrase. We have had fun with that on the same concept other places, not today. John Lynch perhaps has the most intimate knowledge of the technicalities of the act and I would ask John to make a few comments on it.

Mr. Lynch: I think principally what Mr. Sweeney is saying is correct in the current history where we have had two one-year agreements, that the act is precluded from being effective for a further representation right by a challenging union. I think that is partly because of the fact that with the existence of the AIB we have not been involved in a two-year agreement, as perhaps might have happened. I think the bottom line is the ministry is not opposed to looking at various mechanics that might change this problem. We were not aware, frankly, that we did have a problem or that the challenging union had the type of support that you had indicated.

The last time I chatted with the president of that union I got the impression that they were not going to challenge this year and I wasn't given the impression that it was based on the act precluding them, but that they were not far enough down the road. I think what you say is quite correct. If the history of the negotiations does appear to be slow then it is quite possible that a recommendation might have to be made if it were thwarting the attempts of another union.

The act provides that they must have 35 per cent of the employees in the bargaining union, and I can understand the problem that you are raising. Frankly, we were not aware that the new union had achieved the level of support that you indicated.

Mr. Cooke: Maybe the answer is to get the council of regents to negotiate their contracts in a more swift manner.

**Mr. Lynch:** I think that is a two-way street.

**Mr. Sweeney:** Excuse me, the figures that I gave you are second-hand figures. In other words, I got them from them and I am passing them on. I have no way of verifying them. I simply accept them at the face value on which I was given them.

By the way, the one word in the last line that seems to cause part of the problem is the word "date": "immediately prior to the termination date of the agreement." Apparently that is one of the little key problems.

[3:45]

**Hon. Mr. Parrott:** Let me put it this way: I think all of us understand the very valid point you raise and we are sympathetic to it. Perhaps then if the contesting union wishes to raise the matter they will do so with the council of regents and go from there. That is, you have raised the point, we accept the point and now it will be a matter for the union which is interested if it chooses to go to the council and use the expertise that we are full of.

**Mr. Sweeney:** That you're full of? Oh, what an opening.

**Hon. Mr. Parrott:** I was testing your charitable mood today, Mr. Sweeney. I choose those words carefully just to see how he was reacting, Mr. Chairman, on such a nice day.

**Mr. Cooke:** There is one other statement the minister was going to make today and that was going to give us further reasons as to why college students are not going to be allowed on the boards of governors.

**Hon. Mr. Parrott:** No, that was not what I promised to do. I said I would get back to you with colleges that do have good co-operation and I think have a little more than that. I have two statements here that perhaps if I gave you, you could read quickly, if you like. I think it covers the subject fairly well. Basically, there are 13 colleges with students on the boards—I'm sorry, at board meetings.

**Mr. Sweeney:** Mr. Minister, can I just draw to your attention that, speaking with both students and faculty at those colleges where observers are allowed at board meetings, at least a representative sampling of those, obviously not all of them, they are only allowed for a short time at the beginning of the meeting and then to use their words: "When the real meat comes on the agenda, the door is closed and they go in camera." It has got to the point now where at least the ones I spoke to indicated they weren't even bothering to go any more be-

cause it was perceived by them to be somewhat of a charade.

What I am really trying to suggest to you is that simply by hearing that 13 colleges allow student observers at board meetings, there are, within my understanding, rather severe strictures as to how much of the board meeting they may remain for and for what items on the agenda they may remain. They feel that it is a form of tokenism. I am not sure just how—

**Hon. Mr. Parrott:** When you asked the direct question yesterday there was no alternative but to give you a direct answer, and that I did. I think part of the thing that we had hoped to accomplish was, once the decision was made, to then say to the board of governors and to the administrations of the colleges that part of the decision was to ask them to ensure us that they would indeed have good dialogue with the student representatives.

I think that will likely begin on the June 5 meeting when the chairman of the council of regents was to meet with the college presidents and that was sort of the next stage in the process. I don't think we have short-circuited that, but perhaps we haven't paid sufficient attention to that and given it an opportunity to work itself out. That was certainly a very integral part of the twofold decision; one, as we discussed yesterday, and two, that there would be a good deal of participation by the students on the boards, and we are asking specifically for the plans that the various colleges have towards that kind of participation.

We can answer in generalities. We are, of course, hoping that we will have some specifics from the various students. We know precisely, as the memo indicates, the various concepts that existed in 1976 and there will be an update on that, and some change likely will be noticeable. I think it's a twofold portion and we only concentrated on the one yesterday.

**Mr. Cooke:** May I ask you a question? Have you ever at any point supported the concept of having college students on boards of governors?

**Hon. Mr. Parrott:** Yes, I have said that I see some merit in it.

**Mr. Cooke:** What made you change your mind then?

**Hon. Mr. Parrott:** You might have heard that there is such a thing as cabinet making decisions and I respect that and I think that is quite valid.



Mr. Cooke: So that while you supported the concept of having—

Hon. Mr. Parrott: I said there was some value in it.

Mr. Cooke: You have been quoted in the past as saying you support the idea.

Hon. Mr. Parrott: Sure.

Mr. Cooke: You supported the idea, you saw the value in it, you brought the proposal to cabinet and they refused your recommendation?

Hon. Mr. Parrott: Cabinet made the decision to deal with it, as I have indicated, and I support cabinet's decision.

Mr. Cooke: What, again, were the basic reasons why cabinet—

Hon. Mr. Parrott: I think we've gone over that as often as it's fruitful to do. We could spend the rest of the time on it and I won't satisfy you, so why bother? Why bother spending the time on that item?

Mr. Cooke: I heard one reason yesterday, that college students are only there for two years and, therefore, they don't have the experience or the expertise to be on the board. I don't fully agree with that, but I accept that as a reason. Are there any other reasons that you gave? I don't remember any.

Hon. Mr. Parrott: I think there were. I see no point in repeating the discussion of yesterday. There are not a lot of reasons for a lot of things that a person does. They make a decision. They put a lot of things into the think tank, if you will, and make a decision. There are pros and cons. Surely you can accept that there are pros and cons to this decision. At this time, cabinet feels it has made the right decision, naturally, and I support that decision.

Mr. Cooke: You leave me no alternative but to reiterate what I said in the House today, and that's that I think this looks like you are viewing community college students as second-class students, and I think that's very unfortunate.

Hon. Mr. Parrott: That's just nonsense, as I told you in the House today, but if you wish to say that, go ahead. I think it's a terrible disservice to the college students. No one has ever said that.

Mr. Cooke: I do too; I think your decision is a terrible disservice.

Hon. Mr. Parrott: You may disagree with the decision, and that's your right, but it certainly is not your right to put into my mouth the words that I consider college students

second-class students. I will protest that on every opportunity.

Mr. Cooke: You can protest it.

Hon. Mr. Parrott: Indeed I will.

Mr. Cooke: That's what it looks like.

Hon. Mr. Parrott: You take your view and I'll take mine. It does not indicate that, as far as I'm concerned.

Mr. Cooke: You'll have to give me some other reasons then.

Hon. Mr. Parrott: No, I don't have to give you any other reasons.

Mr. Cooke: This idea of college students being on boards of governors and the recommendation of the council of regents being rejected by the cabinet brings up the whole idea of when the council of regents makes recommendations to the minister and they are dealt with, no one ever knows what the outcome of those decisions are unless they're asked about in a committee like this. They're not formally available to the public and to those people concerned to read and to read the background material.

Even with the recommendations that you gave us after I requested them, there are a number of them that say at the bottom "attachment," and all we got was the resolution. We didn't see the reasons behind the council of regents making that resolution. I'm wondering if you could implement some kind of system whereby, when the council of regents makes a recommendation to you and after you've dealt with it, your decision and the council's resolution could be made public, or made available to interested groups.

Hon. Mr. Parrott: We're quite prepared to put the recommendation to the public. There are no problems there at all. Forever to ask for the reasons for and against many of these things destroys the very concept of the council of regents representing a large cross-section of the people of Ontario, coming together in free and open discussion and coming to a decision. They come to a decision after, frequently, many hours of thought. The more contentious the issue, obviously the more time it takes.

They are advisory committees to the minister. Once they make their recommendation, I don't really believe their advice should be open to public scrutiny. Their advice is to the minister. The minister's decision is questionable on any and all occasions, in the House or outside of the House. It happens all the time. I'm not about to suggest that the council of regents should, of necessity, give chapter and verse for every decision that it makes. I think it would destroy the process.



When I was sitting here as a member of the committee, I thought frankly—and I know that I wasn't able to persuade the members of the day—that we were wasting our time recording all of the words. So often in committee meetings, if you make it a process where every word is liable to be misinterpreted, you just don't get the kind of dialogue that you should. These are advisory committees where people should let it all hang out, pros and cons. And what's important? All of the words, all of the rhetoric until the decision is made, or the decision itself?

**Ms. Gigantes:** But that means the process is never subject to any kind of public discussion. The process is a very private process then.

**Hon. Mr. Parrott:** Their advice may or may not be accepted.

**Mr. Cooke:** It would demonstrate to us—on occasions when the council of regents makes a recommendation to you on funding and they give their reasons for funding, and cabinet rejects them—the decision for funding is not being made by this ministry; the decision for funding is being made for completely other reasons by the Treasurer of Ontario (Mr. McKeough).

**Hon. Mr. Parrott:** And for very valid reasons. That's a case in point where their reasons, valid as they may be to the council, are not valid in the overall scene of government priorities.

**Ms. Gigantes:** They may not be valid to you but they might be valid to us.

**Mr. Cooke:** It would make crystal clear how the system works.

**Hon. Mr. Parrott:** I'm not being arrogant—it will sound like it when I say this—but it so happens that we are the government and it is our right and responsibility.

With respect, Mr. Sweeney reminded me of this not too long ago when we were in Kitchener. He said, "Until the day I sit in your seat, you'll take the responsibility." Fair enough, but if that means I take the responsibility, then that's precisely what it means, I will take the responsibility.

**Ms. Gigantes:** You should pay for it out of your own pocket rather than the Conservative Party pocket then.

**Hon. Mr. Parrott:** You can argue as you will, but it is our responsibility and until you have changed that position the government will make the decisions.

**Mr. Cooke:** It's our responsibility as opposition members to act as critics.

**Hon. Mr. Parrott:** You can criticize all you want.

**Mr. Cooke:** It's up to us and it's up to you to make the system work. The system happens to be that there are opposition parties. We should be given all the information available in order to perform our role as critics.

**Hon. Mr. Parrott:** You're getting the recommendations but you're not getting all the pros and cons that are discussed by the council of regents. It's not the format I see them working in to the best of their capacity and therefore I don't accept your suggestions.

**Mr. Cooke:** What process then will you put into effect so that these recommendations will be available? I'm not just thinking in terms of opposition critics, I'm also thinking of other interested people such as students and faculty.

**Hon. Mr. Parrott:** It so happens that we have young people, old people, people from various communities—not representatives of communities, but there is a tremendous cross-section. Look at the council of regents and the cross-section that's on the council, or the Ontario Council on University Affairs, an excellent cross-section of people from all over Ontario. Surely that process in itself should indicate to you that we're concerned about all of the various—

**Mr. Cooke:** The point was that you have now said—and I understand your reasons for it—that the recommendations or resolutions and not necessarily the background information from COR will be available after you've dealt with them. How will we make sure that those things are available to us on a regular basis?

**Hon. Mr. Parrott:** I'm not sure we will. Council will, no doubt, read this debate. If they choose to recommend that these recommendations, and solely the recommendations, should be put forward in an annual report, I'll accept it. I want the preface to that to be that I do not accept that as valid.

**Ms. Gigantes:** How will we find out if they make that recommendation?

**Hon. Mr. Parrott:** You can ask in due course.

**Mr. Cooke:** I'll run into the same thing I ran into when I was trying to get the recommendation on funding. I contact Mr. Williams and he says it's in the minister's hands and only the minister can release it. I talk to your office and your office says it's up to the council of regents to release it. I'm going to run into the same problem.

**Hon. Mr. Parrott:** You got the recommendations this year without any trouble.

**Ms. Gigantes:** There is a difference between government and the Conservative Party.

**Mr. Cooke:** Only after it was requested in committee.

**Hon. Mr. Parrott:** That's a pretty good system then.

**Mr. Cooke:** I don't think that's very fair to the students and the faculty and I'm very disappointed that you're not concerned about making the process work better. For you, it would provide more input, both from opposition critics and from the people concerned.

**Hon. Mr. Parrott:** You see, I think that destroys the fundamental role of an advisory committee. I've said this to the council on university affairs many times. Their annual report tells us the box score: 10 accepted, two rejected and three with no decision. That isn't, as I see it, the role of an advisory committee. There are people who want to say to the minister on certain issues, "Here is what we think should be done." The minister then has to carry the can for whatever is or isn't done. That's the role of government. We're forever being criticized; you're the first on that list. Fair enough, I don't disrespect that part of the system. But to have a box score published on the recommendations to the minister destroys the process of an advisory council.

**Mr. Cooke:** How do we measure the effectiveness of the system if we don't have any of those recommendations you're accepting?

**Hon. Mr. Parrott:** I suspect now we're into quite a different area.

**Mr. Cooke:** I don't think you understand.

**Hon. Mr. Parrott:** I think you could go out and ask a large number of people—

**Mr. Cooke:** I don't think you understand my question.  
[4:00]

**Hon. Mr. Parrott:** Which system are we talking about—the college system or the system in the House?

**Mr. Cooke:** I want to talk to you about the system of the advisory councils and the way they make recommendations. If you reject all the recommendations, what's the purpose of the advisory councils?

I think keeping a score of how many you accept is a form of accountability and a form of seeing how those councils and advisory bodies are working. If you want to keep all that stuff behind closed doors and keep it

quiet, then I think you might as well do away with the advisory councils.

**Hon. Mr. Parrott:** It's rather an interesting concept. I didn't think I would hear that—

**Mr. Cooke:** I am certainly not suggesting that we eliminate the advisory councils. You might interpret it that way, but you would have to stretch the imagination to interpret that from what I said.

**Ms. Gigantes:** Why is it that other advisory councils are allowed to act in a different manner? Why do we get an annual report from other advisory councils? It's useful. It's publicly useful. It's educative.

**Mr. Cooke:** The annual report that COR put out was very amateurish compared to the one put out by OCUA. It wasn't all that helpful to us and it's really, as I say, amateurish. Since you say the relationship between you and COR is quite different from that with OCUA, I hope you would take some leadership and ask them to redesign their annual reports and take a better look—

**Hon. Mr. Parrott:** No, I am not about—

**Mr. Cooke:** That's obvious from what you said before and I think you are destroying the system.

**Hon. Mr. Parrott:** No, I am not destroying the system.

**Mr. Cooke:** You are destroying the system of recommendations from COR.

**Hon. Mr. Parrott:** No, I don't see it that way at all. We just have a difference of opinion.

**Mr. Cooke:** Well, you use that all the time. You are a very difficult person to argue with because whenever there's a disagreement, whether it's based on fact or not, you say, well, we have a difference of opinion.

**Hon. Mr. Parrott:** That's the way it is.

**Mr. Cooke:** It isn't that way all the time.

**Hon. Mr. Parrott:** Well, you know, I could be wrong. There's another possibility, you could be. We just don't see things eye to eye. We could talk forever and that will never bring us together on certain basic issues and that's what the system is built on. Your party has a different philosophy to mine and that's the way it should be.

**Mr. Cooke:** This isn't a philosophical difference.

**Hon. Mr. Parrott:** Sure it is.

**Mr. Cooke:** We are talking about democracy here.

**Hon. Mr. Parrott:** Sure it is. It's a very basic—



**Mr. Cooke:** We are talking about democracy on two counts and you strike out on both of them.

**Hon. Mr. Parrott:** That's your opinion, and it's not necessarily correct.

**Mr. Cooke:** Yesterday we got into a bit of your relationship with the present negotiations with the college teachers. COR made a recommendation to you on funding. You rejected that recommendation. The recommendation was broken down into salary and non-salary items. By rejecting that recommendation, you obviously had a serious effect on negotiations. What exactly is your role there?

**Hon. Mr. Parrott:** The role is, this government has to determine how much money they feel they can allocate to the various priorities. That's not an easy process. It's one that consumes a great deal of time and effort from all of us in cabinet. We have as extensive a discussion on that particular item as anything else that occurs in government and once we have established the amount of dollars we feel are available, we have to relay that information to the college system.

**Mr. Cooke:** You obviously have some pretty important input. That's obvious as to what the salaries are going to be, so there must be—

**Hon. Mr. Parrott:** No.

**Mr. Cooke:** Well, the one they recommended was six per cent salary, seven per cent non-salary. I would think that has some effect on negotiations.

**Hon. Mr. Parrott:** That was their proposal.

**Mr. Cooke:** Yes, it was rejected.

**Hon. Mr. Parrott:** There are other proposals that could have been presented. That's the one they chose to present.

**Mr. Cooke:** That was their lowest one.

**Hon. Mr. Parrott:** When you get so much cloth, you have to cut the cloth accordingly. There isn't a bottomless pit from which we get funds.

**Ms. Gigantes:** But then you are the tailor cutting the cloth, you are the tailor.

**Hon. Mr. Parrott:** That's right, and we think we are doing an excellent job, by the way. But there isn't a bottomless pit and it's again a basic difference that your party and ours have.

**Mr. Cooke:** Well, I don't think our party has ever said there's a bottomless pit. We might have a different set of priorities—

**Hon. Mr. Parrott:** Yes, that's true.

**Mr. Cooke:** —but I don't think we have ever said there's a bottomless pit. In fact on occasion we have even criticized you for your

spending to the extent of the deficit and so forth.

**Hon. Mr. Parrott:** Yes, but you've never proposed counterbalancing income figures or revenue figures. You tend to say: "Your priority is wrong here. We need more expenditures here. You tend to forget to make the very important other decisions that go along with that."

**Mr. Cooke:** If you're talking about income, I'm not our Treasury critic. You obviously didn't listen to our leader's budget reply. You obviously haven't listened to what we have said in the past about the various corporate concessions that are given that we feel are wrong.

**Hon. Mr. Parrott:** I've heard that many times.

**Mr. Cooke:** We have talked about it and you say you have listened to it, but you've decided not to state that.

**Hon. Mr. Parrott:** We just don't agree.

**Mr. Cooke:** That's right.

**Hon. Mr. Parrott:** I think it's great for our whole society when we don't agree because people then have clear choices. That's what it's all about. I don't know why in the world we would expect to come to a consensus on this. Philosophically, we're opposed.

**Mr. Cooke:** Some of it's philosophical and some of it isn't. When we're talking about boards of governors, just before I get off that, have you given any consideration or is COR giving any consideration to having faculty or support staff on the board of governors, since the rationale you have used to keep students off cannot be applied to those two bodies?

**Hon. Mr. Parrott:** I don't know whether COR has considered that or not. It has not been officially discussed.

**Mr. Cooke:** Do you intend to ask them to comment on that?

**Hon. Mr. Parrott:** No.

**Mr. Cooke:** Have you any reason why you don't want these people on these two bodies?

**Hon. Mr. Parrott:** At this time we feel that the board of governors is working well and that the system is being well served. I don't see any changes being made in that regard.

**Mr. Cooke:** Is that your personal opinion or is that the opinion of cabinet?

**Hon. Mr. Parrott:** That's certainly the opinion of cabinet, and I share that view.

**Mr. Cooke:** I would like to ask you briefly to comment, or maybe someone can give me the actual figures, on the number of students



from the 1976-77 graduates that were placed and what types of jobs they were placed in.

Hon. Mr. Parrott: I think Mr. Kerridge would have that information.

Mr. Cooke: I'd like to have those in the record.

Mr. Kerridge: We have the complete report which we can pass along. Is it the summary for the year?

Mr. Cooke: Yes.

Mr. Kerridge: The total number of graduates in 1976-77 was 17,730. Available for work were 13,752 and working were 11,330. So 82.4 per cent of those available for work were working.

Mr. Cooke: Do you have figures on any people who were placed at unrelated jobs?

Mr. Kerridge: Yes. Unrelated figures are 1,048.

Mr. Cooke: I wanted those figures read into the record because I think the statistics are quite important. When you figure that out, it comes out to an unemployment rate of 17.6 per cent and an underemployment rate of 7.6 per cent. That's much higher than the rate of unemployment for our youth between 15 and 24, which is already double the provincial average. I'm wondering if the minister is concerned and what steps are being taken or what considerations COR or anyone else is taking to try to make the community college system more responsive to the needs of our communities so that we can have a better success rate. I think those figures are extremely high and very shocking.

Hon. Mr. Parrott: One easy way of cutting it down and making it almost perfect would be to change the number of those going into the program, which is not a very satisfactory answer. If we reduced the number of places of training or of education, there would obviously be a much higher success rate. I don't think either of us wants to propose that.

Ms. Gigantes: That's not at all guaranteed. There's no necessity about that.

Hon. Mr. Parrott: I think there's a concern here. No one is arguing that. Mr. Fawcett would have some more details on it. I'm not sure whether Dr. Parr has a comment.

Mr. Kerridge: The gap is partly explained by those who are going on to further education. There are 927 going on to other CAAT education, 385 going to universities and 59 going to other educational institutions.

Mr. Cooke: I would think the 17.6 per cent unemployment and the 7.6 per cent

underemployment are a percentage of the 13,752 students who are out looking for work. Those other numbers you talk about between 13,000 and 17,000 are those who are not available for work.

Mr. Kerridge: Yes.

Mr. Fawcett: The report shows that, in fact, the numbers seeking work are 2,422. These figures, of course, are further complicated by the fact that because of the sizeable numbers of these people it had been impossible to contact, in this case, 2,005. But out of the total number of graduates, there are 2,422 who have been identified as still seeking work.

Let me also point out that these figures are based on October 15, which is rather early for gathering this kind of information. The reason we had to do it that way was because this particular report was required for input to the high schools for guidance purposes. Consequently, it had to be in the schools in time to be of use there.

Mr. Cooke: Isn't that the normal way of reporting, six months after the date of graduation?

Mr. Fawcett: This includes people who graduated in the summer term as well as in the winter term. Of course, the colleges graduate people throughout the entire year. We picked October 15 because that was the latest date that we thought we could take and still have this report into the high schools at the time it was needed. We hope, next year, to put that date back by a month so that the count date will be November 15 instead of October 15.

Mr. Cooke: The figures are still pretty significant, even though I would imagine the summer graduates account for a relatively small portion of these graduates. But 17.6 per cent unemployment is pretty amazing, and the 7.6 underemployment is just as amazing. That means that despite the training that has been provided by the CAATS in our province over 25 per cent of the students who graduated and looked for work either didn't get jobs or didn't get jobs related to their training. That is shocking.

Mr. Fawcett: I'd like to comment on the first point that you've made, sir, and that is the time at which people graduate. The summer term is the term in which, for example, our nurses graduate. Nurses have been badly misrepresented in this report, I regret to say, for the reason that I have given. They don't get their registration certificate from the province until after October

15. Therefore, they are at a terrible disadvantage in trying to find employment and have it properly reflected in this.

**Mr. Cooke:** For that particular group, there are no jobs for them anyway.

**Mr. Fawcett:** That's not so.

**Mr. Cooke:** Very, very few.

**Mr. Fawcett:** That's not so.

**Mr. Cooke:** What was the statistics you gave yesterday? Twenty-five per cent of the job openings for RNs are filled by new graduates. Seventy-five per cent of the openings are filled by experienced RNs. I would guess that there are few jobs available, even eliminating that statistic.

**Mr. Fawcett:** I can't comment on that figure, because I have had no opportunity to see it, nor the data on which it's based. I do know that colleges which have pursued the question of hiring rates beyond October 15, and most of them have, have told us that it was too bad we had to cut it off at that date, because by the end of December they were talking in terms of hiring rights for nurses, if you please, in the vicinity of 90 per cent. This is a great deal higher than we were able to get in this report. I hope, as I've said, that next year we'll be able to do better.

**Mr. Cooke:** Will you be doing a further analysis of the students who are unemployed as to what courses they're from? Maybe you have that information already.

**Mr. Fawcett:** Yes, it is in here.

**Mr. Cooke:** I haven't seen that report. I think it was just released today, was it?

**Mr. Fawcett:** No, no. You can have this one, if you'd like.

**Mr. Cooke:** Okay. It hasn't been distributed yet, has it? Not to the critics.

**Hon. Mr. Parrott:** I don't know. I can't answer that.

**Mr. Fawcett:** The basic distribution of this report, of course, was first to the high schools and secondly to the colleges, because it was intended—

**Mr. Cooke:** We're always the last.

**Mr. Fawcett:** The purpose of this report was to provide a guidance instrument for the high schools. This was why this report was made up in this format. If anybody wants further detailed information on this subject, all he has to do is ask for it. We can certainly provide it.

**Mr. Cooke:** Maybe you could give some of the information as to where, primarily,

these unemployed students are coming from, which courses, which fields.

**Mr. Fawcett:** Would you like me to sort of give you a couple of examples of this at the moment?

**Mr. Cooke:** Yes.

[4:15]

**Mr. Fawcett:** Audio-visual technicians, a two-year program: 73 graduates; 10 of them still seeking work; four unknown; five not seeking work; four gone on to further education.

Civil engineering technology: 115 graduates; 11 still seeking work.

**Mr. Cooke:** Those are all relatively low in unemployment, though.

**Mr. Fawcett:** That's right. Electronics technician: 248 graduates; 26 still seeking work.

**Mr. Cooke:** Where are the high areas? That's what I'm interested in.

**Mr. Fawcett:** The high areas, all right. Medical laboratory technology: 312 graduates; 87 still seeking work. But, again, in these health programs, where many of them have to carry provincial registration, we have this same problem which I have already mentioned with regard to the nurses.

**Mr. Cooke:** I'll certainly get a copy of that report and go through it. But what I want to know from you and from the minister is, now that these statistics are available, what steps are being taken to make sure we're not oversupplying the market in those particular fields for this fall? Are we looking at other areas where we might provide alternatives for these people? I'm not just talking about lowering the enrolments; I'm talking about providing other alternatives where the needs are. Counselling, for example; are we suggesting to students when they go into particular courses, "Look, your chances of getting a job are almost nil. Here are the statistics."

**Hon. Mr. Parrott:** There are certainly counselling and placement officers. Both have an association in the college system. We had advisory committees that will cancel programs if the job experience factor is very poor. In certain courses we reduced the number of enrolments. There are a large number of ways that we try to address the problem. None of us is extremely pleased with a high percentage of people having been trained and without a job opportunity at the end of that training. No one would even remotely suggest that.

We have those mechanisms. I think that we have to be a little careful in assuming that you can always judge the market today on

the needs of tomorrow. That's hazardous to the nth degree. On June 8 and 9 a conference will come to grips with that particular problem as best we can. At least we hope it will. It will be a conference where we are trying to attack the problem of the mismatch between job opportunities and those trained. We have structured the conference in such a way that we hope it won't be a matter of talking about it, but people from all walks of life will be there to offer constructive suggestions as to what we should best do.

The mandate of this ministry, of course, is to train; but to say that's the mandate of the government would be wrong. I suspect that the Minister of Labour (B. Stephenson) will be proposing—or considering, I guess I should say—that a better inventory of the jobs available will be part of the responsibility of government. I'll let her worry about that aspect of it. I think it's in her area of responsibility and therefore should speak to it.

Sure, we're concerned about it. I ask you to not judge 82 per cent as either good or bad. Nothing short of 100 would be ideal, but there's got to be some cutoff at some time where you accept that's as good as is practical. I don't know whether the percentage is 85, 95, 93 or whatever, but there are adjustment mechanisms in the system to try to not overproduce the graduates in any given area.

Many people, on the other hand—and I have seen this happen many times—simply say: "I'm aware that the chances of me, for instance, becoming"—let me use one of the worst ones that we've had recently—"a nurse. I just want the chance. I've always wanted to be a nurse." Or mother and father will say: "We always wanted our child to be a nurse. Just give that person an opportunity. That's all we're asking for. We'll take our chances after training is completed."

Mr. Cooke: I understand that philosophy, and I have some sympathy for it, but the problem—

Hon. Mr. Parrott: When do you judge it as being adequate? At 82 per cent? That's wrong. When would you say it was okay?

Mr. Cooke: I realize it's a difficult question, but the problem is we're spending millions of dollars on education; and if, in a field of community colleges where the main goal is to provide skills to get jobs, and only 75 per cent of them are getting jobs that are related to their education—

Hon. Mr. Parrott: Don't get too hung up on that.

Mr. Cooke: These are the statistics we have to work with.

Hon. Mr. Parrott: I know, but let me give you an illustration that is rather close.

Mr. Cooke: Let me just finish by saying that when only 75 per cent are being placed in jobs that relate to their education, I think there are serious problems; and that means that 25 per cent are being trained at great cost to the public, something that your government says they are very concerned about.

There are other areas where we can't afford to expand or we can't afford to do things and where I would like to see things done, yet we are spending money on 25 per cent of the students.

I wouldn't say it is totally a waste, because any form of education is useful, but it is not as useful to society as maybe it could be if the money and resources were put into another area. That is my concern.

Hon. Mr. Parrott: I wish you would be a little more specific. Would you take a firm hand and reduce the number of nursing positions? Instead of a cut of 15 and then 15, would you make a cut of 75 per cent this year so that we could be sure that next year the full graduate class would be employed? Would you do that?

Mr. Cooke: I think that is only one area.

Hon. Mr. Parrott: It is the toughest one, though; one of the toughest; most difficult.

Mr. Cooke: I appreciate it is a difficult thing to do and I appreciate that there is some work being done. As far as cutting back on enrolment for nursing, that is something that has to be done. There are obviously other fields. From these statistics, I don't think the nurses represent all of the unemployed people.

We have to take a look at all of the fields and see what the enrolments are and see whether you are allocating your resources in an appropriate way. That is the only point I am making, and I don't think you can honestly disagree with that statement.

Hon. Mr. Parrott: You are making the point: now give me the solution, as you see it.

Mr. Cooke: I haven't had this report in order to look at the other fields.

Hon. Mr. Parrott: No, but you have had a chance to think about this for some time and Mr. Sweeney made a good point yesterday on collective bargaining. We are listening on this item; we are prepared.

Mr. Cooke: Obviously, I am saying that in some areas enrolment will have to be restricted. I don't have the figures in front of me. I understand this report was put out in March but we get it today after I asked some questions. I think that is a bad situation in



itself—when the opposition critics don't get this information, especially when estimates are coming up.

We get this on the last day of estimates and I think that speaks for itself about the system, and the way this system can work when we don't have the co-operation of the minister.

**Hon. Mr. Parrott:** It is not a matter of co-operation.

**Mr. Cooke:** Well, what is it? What else is it?

**Ms. Gigantes:** The Minister of Education (Mr. Wells) provides the reports as they come out.

**Mr. Cooke:** This is vital information.

**Hon. Mr. Parrott:** I suspect you, as a private member, had the same problem I had. Reports came in until they were stacked high on the desk and they were not read.

**Ms. Gigantes:** Don't lie about that. That is a very patronizing thing to say.

**Mr. Cooke:** I object to that. That is not true.

**Hon. Mr. Parrott:** I didn't say that in a patronizing way. If you listened, I said I had that problem. I didn't say you had it. I suspected it might have happened in your case.

**Ms. Gigantes:** Don't assume.

**Mr. Cooke:** When a report comes in that has to do with your ministry I read it immediately. I forfeit sleep in order to read it.

**Ms. Gigantes:** You forfeit sleep afterwards.

**Hon. Mr. Parrott:** We should send you some. I suspect maybe you haven't lost sleep on it.

**Dr. Parr:** May I make just a comment about trying to relate manpower needs to the number of places? First of all, they can't be accurately judged anyway. One has to accept that one doesn't know how many people in a particular field will be needed in two years or three years, or even one year's time. Sometimes, indeed, the availability of people changes the need; one can drive the other.

So even if one had a stab at it, there is then the equally traditional question; somebody will come along and say, "I want to be an electronics technician," and you say, "There seems to be a surplus of electronic technicians." The person then says, "I still think I am going to be a very good one and I am prepared to take my chance." I am not sure that one can be totally cutthroat about that and say: "Sorry, we have already got the

250 that are required and you are the 251st." So that is a second problem that arises.

**Mr. Cooke:** We certainly put quotas on some professions. We don't hesitate there.

**Dr. Parr:** The situation is that if the boards of governors are aware of high employment in a particular area of their college, they will restrict enrolment and, of course, enrolment is also restricted because people stop coming for that particular program after having read or been informed by their counsellor as to the content of that report, which was for that purpose.

**Mr. Cooke:** I am very concerned, as I said in my opening statement, about underemployment as well as unemployment. I think this ministry is the ministry that has to take the lead in taking whatever action is necessary, whether it means limited enrolment to a greater extent; and I understand there is always a problem with judgement. Are you never going to say, "I need 76 next year," and you let only 76 in because who knows whether it is 76 or 80 or 85? There is some guesswork involved.

Underemployment, in my view, may be a very dangerous thing over the next few years. There have been enough people in our society warning us about what can happen when people are doing jobs they are not satisfied with. They have been trained, their expectations have been raised and, as a result, they are doing something that is not rewarding for them at all.

I think it is very dangerous. I hope your ministry takes this problem as seriously as I do and I hope they are willing to take the action that is necessary.

**Dr. Parr:** I wonder if I could just make a comment? It is terribly difficult to avoid underemployment too without denying what people might think to be an appropriate admission to a course of study. They take the course, there may not be the job for them and if the remedy is simply to forbid them to take the program in the first place, that may be no better path than if the person should not be fully exercised.

**Ms. Gigantes:** Do you think it might also indicate the quality of the program itself, if graduates are coming out and not getting jobs in those areas? I am looking through these figures—I am skimming through them because it is the first time I've looked—and there are many categories of courses in which there is underemployment. In other words, the number of people who get related jobs out of a total graduate group will be as low as 50 per cent in many categories, and some very large categories. Would that indicate

to you at all that perhaps the programs themselves might be looked at?

**Dr. Parr:** No, it doesn't indicate that to me.

**Mr. Cooke:** Look what we are doing in business administration. I read in the *Globe* and various other newspapers that the business administration students at colleges are just zooming, even at universities, but especially at colleges—applications up 50 per cent or something. I haven't had a chance to look at that for business administration, but the information that I have—

**Ms. Gigantes:** Fifty per cent, roughly.

**Mr. Cooke:** Fifty per cent job-related.

**Ms. Gigantes:** Yes.

**Mr. Cooke:** And here we are—enrolments are skyrocketing for next year. What are we doing to these kids? Don't you feel you have some responsibility to do something in that area, whether it is limiting enrolment or strongly counselling students against getting into that particular field?

**Mr. Fawcett:** If I may say so, I think it is perhaps premature to talk about enrolments for the forthcoming year. It is quite true that applications are up, but unfortunately it is an occupational hazard to try to forecast enrolment from the applications that have been received at this time of the year.

The students become more aware every year of the increased advantage they have from submitting their applications early in the year and, consequently, each year you see them piling up right at the beginning of the year, and towards the end of the year they have a tendency to tail off a little bit and even up.

**Mr. Cooke:** The demand is up for business administration. We don't know the exact percentages, but it is obvious that the demand is up. We know from last year's statistics that 50 per cent of the students who graduated in that course are now underemployed or not employed at all in that field.

**Mr. Fawcett:** Or unknown.

**Mr. Cooke:** I don't think the statistics take that into consideration.

**Ms. Gigantes:** Unrelated jobs.

**Mr. Cooke:** I think that is scary. That student demonstration that took place on March 16: they might have been there talking about cutbacks, but when I talk to students and when I went to that demonstration, the biggest concern was unemployment and underemployment.

I think there are serious problems ahead for Ontario and maybe all across Canada, if we continue to turn out students who are

highly educated and who get jobs that are not related. They are frustrated and there are serious problems ahead for this government and for our society.

**Hon. Mr. Parrott:** We are not going to argue that point at all. I have said very similar words, that it is the largest problem in our society today. It is going to require some very innovative programs and some changes in attitudes. So that on that point we totally agree.

[4:30]

I do get a little concerned that we put too much emphasis on unrelated job opportunities and then make the assumption that perhaps they are underemployed. As I look around this table I see very few who were trained to be sitting here in the House—the engineer who sits on my left, the dentist or the neurosurgeon. Are they people who aren't fulfilling their educational careers?

**Mr. Cooke:** Sometimes I think so.

**Hon. Mr. Parrott:** I suspect I could have enlarged that category a little bit too and included 14 school teachers out of 125. They aren't underemployed, are they?

**Mr. Cooke:** I wanted to get my degree in poli-sci, but I was afraid I wouldn't get a job.

**Hon. Mr. Parrott:** Are you underemployed now?

**Mr. Cooke:** No. I wouldn't consider my profession not related to this job at all.

**Hon. Mr. Parrott:** None of us is.

**Mr. Cooke:** That is not the point we are making. The point is that when they are not in jobs many of them are underemployed. There may be some who aren't.

**Hon. Mr. Parrott:** Sure they are, and some of them have chosen to go another way. Some of those people made the decision that they wanted to spend a year at a university or college.

**Mr. Cooke:** Those statistics are separate.

**Hon. Mr. Parrott:** They have decided that they shall do something after which is of a different nature. I think many of those people don't necessarily say that was a waste. I think it would be a mistake to go down that road too far. We understand your concern and we are doing a reasonable job of addressing it. We will never be satisfied until it is better than it is now. You get into so many complicating factors. International competition is a major one.

**Mr. Cooke:** I understand it is a complicated subject, but I would like to go on to something else.

**Ms. Gigantes:** These are the totals. Those are the related and the unrelated jobs.

**Mr. Sweeney:** Could I ask a supplementary question, based upon something that Dr. Parr said? I would like to get a point of clarification.

**Mr. Chairman:** Yes.

**Mr. Sweeney:** Dr. Parr, if I understand you, about five or 10 minutes back you said that the board of governors for a particular college, knowing the needs in its areas, would determine certain limitations on enrolment. Is that what you said?

**Dr. Parr:** That is what I said in that context.

**Mr. Sweeney:** Certain courses are taught at very many colleges. I think I mentioned one last year. I have forgotten what it was, but there were 17 different colleges that taught this particular course. Do you have any co-ordination or liaison among those 17 colleges, for example, to limit the total number of students, because you could limit it here but flood it over there, and that doesn't do any good? What is the mechanism?

**Mr. Adams:** There are two points I would like to make. We have journalism, for instance, which is a fairly common course.

**Mr. Sweeney:** That was the one I was thinking about.

**Mr. Adams:** We have the case recently where Mohawk College wound up its journalism course because it came to the determination that there was an oversupply of graduates in journalism relative to market needs. We think that was a very responsible action on the part of that particular college. We have certainly been encouraging that around the system.

Meanwhile, we have established a senior officer in our program resources branch to spearhead a study on the effectiveness of all our courses in terms of how the people are getting placed and of the very question you were bringing up the other day about high-cost courses relative to the placement of the graduates. This is a function we have now established and we have given it a high priority.

**Mr. Cooke:** Just to finish up on this, I would like to point out that page 18 of this report goes into the various programs—one-year, two-year and three-year programs. For one-year program graduates, the statistic here would indicate that 40 per cent of the graduates are in jobs unrelated to their education.

**Ms. Gigantes:** If they have jobs at all.

**Mr. Cooke:** Yes, if they have jobs at all. In the two-year program, again it is over 40 per

cent. In the three-year program, 40 per cent are either unemployed or in jobs that are not related to their education. It is serious and I don't think the minister or his ministry should try to downplay it. I think he should admit that it is a very serious problem.

**Hon. Mr. Parrott:** I did.

**Mr. Cooke:** You admitted it, yes; but then you went on to list three or four or five different reasons why you thought it wasn't quite as serious as I was trying to make it. I don't think that is healthy for your government. I don't think it is healthy for Ontario to be taking that type of approach. It is very serious and we have got to get on it right away.

**Mr. Sweeney:** Excuse me, Mr. Chairman, I am looking at page 18. Could the NDP critic tell me where he gets the 40 per cent from? I am not challenging him, I just can't see what you are saying. I see 154 out of what looks to be 1,553.

**Mr. Cooke:** I said unemployed or unrelated. You take a look at the 1,399.

**Mr. Sweeney:** You are combining the two of them?

**Mr. Cooke:** That is right.

**Ms. Gigantes:** You take related work as a fraction of total graduates, and the remainder is your 40 per cent who are unrelated or unemployed.

**Mr. Cooke:** If you look at the third column—2,415 total grads—and you look at the related jobs—1,399—1,399 was 57.9 per cent of the grads. I realize that some of those students are people who can't be contacted or have gone back into the system. But it still indicates the success of the system.

I would like to ask a brief question on manpower retraining. I understand there is a change in emphasis now from a balance between academic and skills training to a much heavier emphasis on skills training. Could you confirm that?

A concern has been voiced that because academic training is being de-emphasized, these manpower retraining graduates are going to be more vulnerable in the future and may have to be retrained again. Do you have any statistics on how many students in these types of programs come back to be retrained again?

**Hon. Mr. Parrott:** I would have thought that question might have come in the two-hour period. We will give you that—

**Mr. Cooke:** You are probably right. It probably should have been dealt with in those two hours. Maybe that information could be sent over to me.



I'll just be brief because I want Ms. Gigantes to be able to handle one subject. College teachers, quite some time ago, asked, and COR recommended, that their pension plan be indexed. The minister rejected that. Could the minister explain why he rejected it and does he think it fair that college teachers do not have their pension plans indexed whereas ministry employees do?

Hon. Mr. Parrott: I guess there is a two part answer on this. It was proposed. Before I wanted to accept it I wanted to know all of the cost implications.

Quite frankly, I would say this as something of a personal nature, I think the government in Ottawa is under very heavy and understandable criticism for indexing pensions. It is a situation which I think could take us into extremely difficult financial positions.

Mr. Cooke: Are your ministry employees not already—

Hon. Mr. Parrott: I want one thing on the record that I do believe in quite positively: If a benefit is to be given to the faculty association, it should be actuarially funded, and sound, and should be out of the current allocations. I do not want to find, down the road for my successors, a nonfunded liability.

With that basis in mind I was not about to accept a recommendation of indexing without knowing the full cost and whether or not that cost could be borne out of the current allocation of funds.

Mr. Cooke: Your ministry employees already have their pensions indexed, is that correct?

Hon. Mr. Parrott: Yes, actuarially, I believe.

Mr. Cooke: If I understand you correctly then, the recommendation has not been totally rejected by the ministry? You are waiting to get a more thorough analysis of the cost implications of doing that.

Hon. Mr. Parrott: Yes, but I would not wish to mislead you. The principles I just alluded to must be met before I would accept it.

Mr. Cooke: When do you expect to make that decision?

Hon. Mr. Parrott: That information has not come back to me and I am not sure what stage it is at.

Mr. Cooke: Obviously it cannot be done for this year, it would have to be done next year because it is not in this year's estimates.

Hon. Mr. Parrott: Right.

Mr. Cooke: Just to make sure that I understand it clearly, you haven't rejected

the concept totally, you are just waiting for that other information.

Hon. Mr. Parrott: No, again repeating, it must be out of those funds that are allocated in—

Mr. Cooke: I am sure you will take into consideration in the interest of fairness, the fact that the relationship between the college teachers and support staff and the ministry is quite close and your employees do have their pensions indexed.

One final thing I would like to raise with the minister is under OCAP. There is a problem that exists and I believe you got a letter recently from one of the students involved who has had a problem at Scarborough College with OCAP. Are you or is anyone in your ministry aware of the problem?

Hon. Mr. Parrott: I don't think we have a letter, I haven't seen it yet; it may have come in the last day or two. I am aware of the problem, but not of the letter.

Mr. Cooke: The problem, if we can go over it briefly, concerns—

Hon. Mr. Parrott: Yes.

Mr. Cooke: —three students hired under OCAP as part of their co-op education.

Hon. Mr. Parrott: Yes, I understand the problem but I am not sure that I yet have all of the facts. We have heard two sides of the story and on this occasion I had better try to find the third one.

I am not prepared to give you an answer today. I don't mind trying to do so in the near future but at the minute, I just don't feel we have enough facts. Mr. Fields, however, may wish to speak to that at this time.

Dr. Parr: I just might mention that Bob Evans, the manager of the program is—

Mr. Cooke: I would just like to know basically what happened. Did these students apply in the appropriate way? Was all the information they gave correct? Where was the mistake? Why were they hired when they were—

Hon. Mr. Parrott: That's my very point. I don't feel I have sufficient information to make that judgement yet. It is not a matter of delaying. We were aware of this for the first time yesterday. It may have surfaced earlier but I was informed of it yesterday morning for the very first time. I need a little more time on that.

Mr. Cooke: Is there any information you would like to add?

Mr. Fields: Yes. These three trainees did not follow normal procedures for applying to the program. They seemed earmarked by the

Ministry of Natural Resources to be taken on their program. The supervisor whose ultimate responsibility it is to ensure they meet the eligibility criteria thought they were not eligible, but rather than phoning our office indicated to them that they should come to our office and complete an application, which they did. They then asked for a copy of their application, on the spot, to take back to the Ministry of Natural Resources, which our staff provided them with at the time.

It wasn't until later when the proper documentation began to flow back to our office—and there was a time delay there, naturally—that we spotted what the problem was. We acted upon it immediately, gave them a full two weeks notice, and will pay them for that time.

**Mr. Cooke:** Of course the problem is that these students refused other employment and the chances of them getting summer jobs now are very unlikely. I am wondering what responsibility—and I am sure that is what the minister is trying to determine—the government or the ministry has to provide these students with a job for the summer. That's what it boils down to. There's no doubt that a mistake was made. Who made it isn't known at this point, but they were hired and now we have to determine whether the ministry has a responsibility to these students. [4:45]

**Mr. Fields:** Our procedures are very explicit in that it is the supervisor's responsibility, I know, at the moment, the Ministry of Natural Resources is endeavouring very hard to try to find some extra allocations for summer students to place these people. I believe the ministry has already found one.

**Hon. Mr. Parrott:** The applications and brochures are also very explicit in what the eligibility criteria are. If there was some question, these people should have brought it to our attention at that time.

**Mr. Cooke:** Of course, I agree with that except that if I was a student looking for a job with competition for summer employment I guess I would accept whatever was given to me verbally. If someone said to me: "You can apply anyway," I'd apply and if I got the job I'd be very thankful that I was able to get a job. It seems quite clear, from what we've been told, that determination has been made as to who is at fault.

**Hon. Mr. Parrott:** I'm not sure.

**Mr. Cooke:** It was stated that the supervisor has the responsibility to make sure the application is filled out and the information

is correct and that when students are hired they meet the eligibility requirements.

**Hon. Mr. Parrott:** I guess that's what is happening and that's created the problem. Last year, the editor suggested in the first months of the program that we weren't tough enough to make sure that all of the criteria of the program were adhered to. By and large, given the program, the numbers and the success rate, which has been very high, I think we're very cautious in administering this program, and rightly so.

**Mr. Cooke:** But very specific in this case?

**Hon. Mr. Parrott:** Oh, I think there is a problem. We're prepared to say there is a problem. What the resolution of the problem is we don't know at this stage.

**Mr. Cooke:** But do you accept the responsibility?

**Hon. Mr. Parrott:** No, I'm not quite prepared to say that today. I'm saying there is a problem; I don't know where the responsibility is. I think within another three or four days, we'll be able to give you a much clearer answer.

**Mr. Cooke:** I thought it was very clear that the responsibility was with the ministry. The supervisor was to make sure the eligibility requirements were met.

**Mr. Fields:** This is with the Ministry of Natural Resources.

**Mr. Cooke:** Okay, the government is responsible. You're the one that administers the OCAP program.

**Hon. Mr. Parrott:** I think we may be very clean in this instance, but that doesn't solve the problem for the student. We're interested in solving the problem for the students and I'm not about to say today that this is the solution. I just don't have enough time.

**Mr. Cooke:** When can the students expect an answer?

**Hon. Mr. Parrott:** I think in another two or three days we'll have the problem in hand.

**Mr. Cooke:** So, by the end of the week you should have a pretty good idea?

**Hon. Mr. Parrott:** I hope so.

**Mr. Cooke:** Okay, thank you.

**Mr. Chairman:** I should remind the committee that we had agreed to complete this particular vote at 4:45. Ms. Gigantes has indicated that she wants to speak and also Mr. O'Neil. I know that they will bear the time in mind.

**Ms. Gigantes:** Thank you, Mr. Chairman. I'd like to ask the minister about the recom-

recommendations made to him in February by the council for Franco-Ontarian affairs concerning the establishment of a college of applied arts and technology in the French language by 1980. They recommended that an interim funding mechanism be set up to defray the incremental costs of bilingualism before that time and the funding not be included without identification in the annual operating grant—in other words, that they be able to establish how much funding is available for that program. A third recommendation was that the ministry provide a legal amendment that would guarantee French-language instruction in areas where it's warranted and that students be able to choose French-language instruction if they wished.

**Hon. Mr. Parrott:** We went over this, I guess, on Monday. To sum up very briefly what I tried to say at that time, the resolution was presented to the council of regents; they recommended that the present policy stay and that we do not accept that particular recommendation of the Advisory Council for Franco-Ontarian Affairs.

**Ms. Gigantes:** In total or in part?

**Hon. Mr. Parrott:** I think in total.

**Ms. Gigantes:** In other words, you disagree separately and distinctly with each point in the brief?

**Hon. Mr. Parrott:** I don't have the report here yet. I would like to see the report.

**Ms. Gigantes:** The summation of those points is on page 10.

**Hon. Mr. Parrott:** Yes, I know. I have seen the report, but I haven't got it with me.

**Ms. Gigantes:** I'm curious, for example, why you would not accept the recommendation that there be clear identification within the annual operating grant of the funds that are intended to defray the costs of bilingual programs.

**Hon. Mr. Parrott:** Perhaps, for the record, I might read this: "The council of regents passed two resolutions on April 21, 1978: 1. that the concept of the 23rd CAAT (f) be rejected; and 2. that the policy adopted in October 1976 be reaffirmed and steps taken by the ministry to implement the existing policy. There's a backup to that.

**Ms. Gigantes:** Would you table those documents with us, Mr. Minister?

**Hon. Mr. Parrott:** That recommendation of the council of regents?

**Ms. Gigantes:** Yes, and the backup documentation.

**Hon. Mr. Parrott:** Yes. And the earlier recommendation, I think, should be recorded.

"The council of regents is developing a revised statement of objectives of the colleges of applied arts and technology, with input from the board of governors, presidents and other sources. Without anticipating the revision, it is not expected that the basic objectives will change substantially from those set forth in the Legislature by the Honourable William G. Davis in May 1965. A probability is a rearranging of priorities among the objectives and changes in the means of their implementation.

"The council maintains that the position that the primary objectives of the colleges are to prepare young people to enter into the world of work and to assist adults in improving themselves or in preparing themselves for different or better jobs."

**Ms. Gigantes:** Do you feel that relates directly to these points that are being made by the Advisory Council on Franco-Ontarian Affairs?

**Hon. Mr. Parrott:** I think that part of that recommendation is extremely complicated, administratively. In the first stage, without a 23rd college, to be associated with all the colleges throughout Ontario, would have been extremely difficult. I think that, indeed, the advice—

**Ms. Gigantes:** Do you mean the identification of the extra costs for bilingual programs?

**Hon. Mr. Parrott:** No, that's a separate item that is extremely difficult; we talked about that and the Price Waterhouse report dealt with that. I'm talking about perhaps having, at each of the 22 existing colleges, a mini-college identified as a part of the 23rd college until such time as the separate 23rd was formed. That was an extremely difficult concept to understand how it could work. The proposal was that, until the 23rd college was identified, there would be a portion in each of the others—not in all of them; I give the adviser that benefit—but certainly that there would be the 23rd college with funds administered by a 23rd board.

**Ms. Gigantes:** If you look at recommendation number two, Mr. Minister, I don't understand how you can read that interpretation into it. I'll read it:

"That until the establishment of a French-language CAAT, the amount of the annual grant awarded to a CAAT"—and it doesn't say to all CAATs—"to defray the incremental costs of bilingualism be identified clearly and not included without identification in the annual operating grant." One can understand quite easily why they would make that recommendation. They want to make sure the moneys being allocated by the ministry are



actually being spent on the programs for which they are intended.

**Hon. Mr. Parrott:** The matter of funding I think is still under consideration.

**Ms. Gigantes:** So you haven't rejected number two?

**Hon. Mr. Parrott:** Well, no, because that's a separate issue.

**Ms. Gigantes:** That's what I thought.

**Hon. Mr. Parrott:** But we are talking about the first recommendation and I thought that's the one that you started on. The other issue of identifying funds is quite another matter, as I said earlier, and perhaps Mr. Kerridge would flesh that out a bit more.

**Mr. Kerridge:** The council of regents is still considering the total funding mechanism, a new funding mechanism. Within that proposal will be the question of how to identify the bilingual component, so the council of regents has not received the report or, naturally, made its recommendation on the particular issue of the incremental funding. It is under consideration.

**Ms. Gigantes:** How many colleges would that apply to?

**Mr. Kerridge:** There are no criteria defined as to where it would occur, but at the moment there are clearly three colleges plus a couple of others that would probably be involved.

**Ms. Gigantes:** So it's not an enormous administrative task. I mean you are not dealing with, as the minister first suggested, all the colleges of applied arts and technology?

**Dr. Parr:** I believe the minister said he thought that the concept of the 23rd college in the way it was described was a very difficult administrative task.

**Ms. Gigantes:** I don't know where he gets that, but I am glad to know that it would be such a limited administrative problem. I hope that you will be able to come up with a response to it in clear terms without having to go through a total philosophic analysis of all the administrative restructuring you might want in terms of operating grants. That, I can understand, would be a complex matter. But if you are talking about a very specific request of this kind, I think it's terribly important to follow it up as quickly as possible, particularly as you are not making any commitment in the meantime to establishing the 23rd CAAT.

**Hon. Mr. Parrott:** Well, I think we have said contrary to that, we will not be establishing a 23rd CAAT.

**Ms. Gigantes:** That's what I understood, yes.

**An hon. member:** Ever?

**Hon. Mr. Parrott:** "Ever" is a long time, but certainly not in the foreseeable future.

**Ms. Gigantes:** Do you think there's any point of the Franco-Ontarian advisory council reporting to you any more?

**Hon. Mr. Parrott:** They have had many other recommendations accepted and surely no advisory council would think that because one set of recommendations is not accepted that's a valid reason for going out of existence. Advisory councils are just that.

**Ms. Gigantes:** I didn't say they would go out of existence. I simply said they would assume they weren't going to be able to make any more headway with your ministry.

**Hon. Mr. Parrott:** No, there are lots of other items—funding is an illustration—that they, I think, feel still competent to advise on. I could list several others.

**Ms. Gigantes:** I think they are competent. I don't doubt their competence. It's what they get back from you.

**Hon. Mr. Parrott:** I don't think they should go out of business—

**Ms. Gigantes:** I didn't suggest that.

**Hon. Mr. Parrott:** —or quit referring problems and advice to me because one specific recommendation was not accepted.

**Ms. Gigantes:** Have you advised the council of your ministry's reaction to these three major—

**Hon. Mr. Parrott:** Which council?

**Ms. Gigantes:** The Franco-Ontarian advisory council.

**Hon. Mr. Parrott:** Yes, on May 23, 1978.

**Ms. Gigantes:** And have you had correspondence with them since then?

**Hon. Mr. Parrott:** He wrote to me on May 16 and I wrote back on the 23rd—

**Ms. Gigantes:** You mean Mr. Deslauriers?

**Hon. Mr. Parrott:** Yes, and we are meeting with him on June 21 or 23, something of that nature, with the full council.

**Ms. Gigantes:** Could we have copies of that correspondence?

**Hon. Mr. Parrott:** No.

**Ms. Gigantes:** Not from you?

**Hon. Mr. Parrott:** No.

**Ms. Gigantes:** Thank you, Mr. Chairman.

**Mr. O'Neil:** Thank you very much, Mr. Chairman. Mr. Minister, I have two points, both dealing with Loyalist College in Belleville, which is within my riding. One of the points has to do with the salaries of college presidents and some of the higher administra-

tive staff. I have never spoken directly with you on this matter but I have spoken with members of the board and Mr. Bellstedt.  
[5:00]

It has been the decision of the board of governors of Loyalist College that the salaries not be made public. It is my understanding that this is the same across the province with maybe one exception. I have told the board members and the president I disagree with this. There has been a fair amount of press on it in the area and some strong feeling, since these are public employees whose salaries are paid directly by the government, that the salaries should be published and should be made available to anyone who wants them. I want to know if I could have your feeling on this.

**Hon. Mr. Parrott:** I detect a small smile. I think maybe we both read the press on that item. I have noted your comments and I will refresh your memory on mine. I thought that they were in the same article. I noticed you disagreed with the actions of the board. I think I said if I was the chairman of the board I would reveal the salaries but I respected the board's right not to.

**Mr. O'Neil:** I feel quite strongly on this and I have had some time to think it over. If I were to ask you today to supply me with the salaries of the presidents of all the colleges and of the administration staff in the upper echelons, I would like to know if that information would be available to me.

**Hon. Mr. Parrott:** I don't think we have that right. We are talking about law now. I think it is required that the ministry be advised but that not that ministry reveal those salaries. I think they are the legal responsibility of the boards and we would, therefore, be in violation of the law if we did that.

**Mr. O'Neil:** I would have to tend to disagree with you. You, as minister of this ministry, have the authority and the right to supply that information.

**Hon. Mr. Parrott:** I think if you asked what are the gross salaries of the presidents and divided it by 22, that would be quite a different thing. But to reveal the personal information on one specific chairman, which would be your question, then I think I would have to decline that offer.

**Mr. O'Neil:** I am not trying to get at what the salary of this particular president is, because that is not the basis of it. My feeling, as I say, is that these are colleges that come under your ministry. They are public employees who are paid by the government just as are members of the Legislature, whose salaries are known to the public. If I, as a mem-

ber, were to ask you, which I am doing right now, to supply me with the salaries that are paid in the different colleges, then I think this information should be made available to me.

I draw the parallel with boards of education, in my case, the Hastings county board, where all of the salaries that are paid to any of the employees, teachers or administrative staff are available for members of the public. I believe when we are examining the costs of the community colleges to see whether those costs are within line, these figures should be made available so that we can examine these figures when we are looking at other costs that are involved.

**Hon. Mr. Parrott:** We can give you an awful lot of information short of the question that you ask. We are prepared to do so. You have heard me say that if I were the chairman of the board, I would reveal them.

**Mr. O'Neil:** I can't understand why they don't.

**Hon. Mr. Parrott:** I would also say to you that before I promised to give you that information, I would want to seek legal advice on it because they are not employees of the government. I don't want to hide behind that, though it sounds like it. They are employees, technically and in every sense of the word, of the board. Therefore, it may be that I do not have the legal right to do so. I am not about to put myself in that position.

**Mr. O'Neil:** I would say that you do have the legal right. I would like to ask here today that we be supplied with the salaries that are paid to all of the college presidents and the salaries that are paid to some of the other administrative people in all the colleges. I know I would like it to be made available to our party and I would like it for my own information. I think it is legally available.

**Hon. Mr. Parrott:** We will get a legal opinion on that.

**Mr. Cooke:** It would be nice to know how many administrators there are, too.

**Hon. Mr. Parrott:** I think that we can give you a good deal of statistics. Obviously, there are 22 presidents but if the legal opinion is that there is no question involved, then that is different. I would be prepared to give it to you, but before I do I want to research it very carefully.

**Mr. O'Neil:** Are some of them being paid \$40,000? Are they being paid \$50,000? Are they being paid \$60,000? I think it is very hard to determine that if you were to give me an average. I would like to put that request in and I would like that information.

**Hon. Mr. Parrott:** Right, depending.



**Mr. O'Neil:** I have one other matter which I suppose is on the other side now.

I want to make it plain this is not a case of getting at the salary that is paid to this particular president but I feel that information should be made available to us as members and to the general public. That way we can see that the costs are not out of line; or that the salaries are not out of line compared with the salaries paid to the people in different school boards.

The other matter has to do with a letter that I received from the chairman of the board of governors of Loyalist College. If I may I will read it; it is quite a short letter and I would like your comment on it too because I think it is important for the college. It is addressed to myself.

"I am writing you at the request of the board of governors of Loyalist College with regard to a proposed institute to train hotel staff.

"Our board is seriously concerned about the report in the April 27 issue of the *Globe and Mail* indicating that the Minister of Industry and Tourism intends to recommend to the Ontario cabinet the creation of an institute to train hotel and restaurant workers. It is indicated that the program would complement the work of other ministries, including the Ministry of Colleges and Universities, and that courses would be related to college hospitality management courses.

"We believe that a suitable structure already exists within the Ontario colleges of applied arts and technology to provide the required training. Some colleges' existing facilities are not fully utilized by existing programs so that a number of additional programs could be accommodated merely through the addition of teachers.

"In those colleges where usage of facilities is close to capacity, it is probable that the capital cost of expanding facilities would be lower than that of creating a new institute. A new institute would require new administrative staff whereas the existing college system can accommodate significant increases in student population with relatively minor increases in the size of administrative staff.

"From the standpoint of the student, it would be preferable to provide the required training at several strategically located sites throughout the province rather than forcing students to relocate to one central location. Obviously, the existing college system satisfies this requirement.

"Furthermore, it is indicated that the institute would offer part-time training for persons already in the industry and, again, it is highly

desirable that this training be available with a minimum of travel.

"With specific reference to Loyalist College, I would add that our board is convinced that our courses in hotel and motel administration have been particularly successful. Proof of this success lies in readiness with which our graduates are accepted for employment. We are seriously concerned therefore that a proposed central institute could jeopardize local training facilities for prospective employees in the tourist industry which is of such importance in the area served by Loyalist College.

"Our recommendation is that the educational needs of the hospitality industry be defined by consultation between industry representatives, the Ministry of Industry and Tourism, and the Ministry of Colleges and Universities. This definition should give full recognition to differences and needs of different areas of the province.

"Two, a proposal to satisfy these educational demands by representatives of the colleges with the objectives of: (a) minimizing capital investment; (b) minimizing student travel; (c) encouraging students to obtain training close to home, and thus remain aware of and available for opportunities in the local tourist trade.

"Our board and our college administration would welcome the opportunity to supply you with any further information on this subject that you may require.

"Yours very truly,

"F. H. Bellstedt,

"Chairman of the Board of Governors."

I would like to hear your comments on that because I will say that we have, I think, one of the best hotel and motel administrative courses in all of the province being taught at Loyalist College in Belleville.

**Hon. Mr. Parrott:** Do you agree with the letter?

**Mr. O'Neil:** Yes, I do.

**Hon. Mr. Parrott:** So do I. So we are all agreed. I am not being facetious about it but we discussed this item twice previously and I think we agree. If I could ask you to refer back to the earlier copies of Hansard, I think it will give the full explanation, if that is acceptable.

**Mr. O'Neil:** I wasn't aware of that. Have you spoken with the Ministry of Industry and Tourism on it?

**Hon. Mr. Parrott:** Yes, we have spoken and I think that there is very little that I can add to what is already on the record.

**Mr. O'Neil:** Fine. I appreciate that.



**Ms. Gigantes:** Mr. Chairman, could I ask one little, weeny question? Could we get a salary breakdown from the ministry at some point for the council of regents and the Industrial Training Council?

**Hon. Mr. Parrott:** There are no salaries. There's a salary for the chairman and a per diem for the members of the three councils.

**Ms. Gigantes:** Surely that doesn't add up to \$197,300?

**Hon. Mr. Parrott:** There's support staff.

**Ms. Gigantes:** Oh.

**Mr. Cooke:** What's the per diem?

**Hon. Mr. Parrott:** It's \$105.

**Mr. Cooke:** And there are four meetings a year.

**Hon. Mr. Parrott:** No, no.

**Mr. Cooke:** I'm just going by what it says.

**Hon. Mr. Parrott:** Where does it say four meetings a year?

**Mr. Cooke:** I thought that's what it said.

**Hon. Mr. Parrott:** I don't think so.

**Mr. Cooke:** It's the first time I've been wrong in the estimates.

**Hon. Mr. Parrott:** We all aren't perfect.

**Ms. Gigantes:** Could we then have a breakdown of the moneys involved, the payments to the members of these councils for the last year?

**Mr. Cooke:** And the chairmen's salaries?

**Ms. Gigantes:** Yes.

**Hon. Mr. Parrott:** Sure. We'll be glad to supply that information.

**Ms. Gigantes:** Thank you.

**Mr. Cooke:** Just before we get off this, could you give me an idea of what the \$198,400 for services is all about?

**Hon. Mr. Parrott:** Which one are we talking about? Are we talking about all three councils now?

**Mr. Cooke:** Yes, I'm looking at item 3 on page 112. It just says, "Services, \$198,000." I guess that would be for all the councils.

**Hon. Mr. Parrott:** Page 112? And we're talking specifically about the council of regents, are we?

**Mr. Cooke:** I think it would include the money for that entire item.

**Hon. Mr. Parrott:** Well, why don't we send that to you?

**Mr. Cooke:** Okay. I'd appreciate that.

**Mr. Chairman:** With the committee's concurrence, we will hold over this vote. The apprenticeship program comes under this par-

ticular vote and, in view of the minister's statement of June 6 dealing with this matter, the two remaining hours will be applied against this vote.

**Hon. Mr. Parrott:** Mr. Chairman, on that item—

**Mr. Sweeney:** Just before you go on, can we be any more precise at this point as to when we will apply those two hours? If you can, fine; if you can't, well—

**Hon. Mr. Parrott:** No. It doesn't matter to me, as long as it is after June 6; in fact, I'd prefer it to be after the conference on June 8 and 9, but, if the chairman will call that particular two hours, we'll be here.

**Mr. Sweeney:** Any time after June 9, the minister would be ready. Is that the point?

**Mr. Chairman:** As far as the chair is concerned, Mr. Sweeney, I can't be any more precise than to tell you it will be some time between June 6 and 23.

**Mr. Sweeney:** Okay.

**Hon. Mr. Parrott:** But at the chair's discretion.

**Mr. Chairman:** Yes. I'll try to arrange—

**Mr. Sweeney:** Maybe I asked the question of the wrong person.

On vote 2704, student affairs program:

**Mr. Chairman:** With the committee's agreement once again, we might as well take vote 2704 in its entirety, in view of the fact we just have one hour remaining.

**Mr. Sweeney:** And we do have an hour? Is that correct?

**Mr. Chairman:** Yes. Until 6:15.

**Mr. Sweeney:** Okay.

**Mr. Cooke:** If it's all right with the chair, Mr. Sweeney and I had said that we would more or less share the next hour, not necessarily dividing it in half, and jump in when we feel like it.

**Mr. Chairman:** Fine.

**Mr. Sweeney:** Mr. Chairman, before we get immediately into the student awards program, which is the more precise purpose of this vote, I would like to raise another issue dealing with the broader coverage of what might be called student affairs. I bring it in here because, quite frankly, I didn't know where else to bring it in.

If the minister will just bear with me for a minute, I'm referring—and I think this is somewhat unusual—to the investigation at Scarborough College which was clearly at the instigation of a student of that college. The minister, I know, is aware of it. I'll just read one sentence, however: "It seems no exag-

geration to say that this investigating committee would not have been set up except for the efforts and determination of Mr. Madsen".

I make that point only to draw to the attention of the minister and the chairman that it is clearly a student matter that instigated this particular investigation. I don't know how often such things happen, but I think it's somewhat unusual.

[5:15]

I want to draw a couple of things to the minister's attention. The first one is that when Mr. Madsen first complained—I guess that's the word—to the Scarborough College officials he made it very clear that he was concerned primarily with the operation of the Scarborough College students' council. However, in the process of investigating that, it came to his attention—and I'm sure the minister has the same pile of correspondence that I have in one of his files—that there were a number of other financial concerns.

Therefore, this particular investigation has partially taken on and, in my judgement, should have much more fully taken on wider ramifications. Initially, when I received the report from Scarborough College of their own investigation, I was somewhat pleased that they had taken the depth of effort to look into the particular situation. I noticed, however, that they dealt only with one aspect of it.

I want to make two observations. In my judgement, Mr. Madsen has drawn both to your attention and to the attention of the officials at Scarborough College, including the principal, and to the attention of the financial and administrative officials of the University of Toronto, evidence—and I want to use that word advisedly, as this is evidence as judged by Mr. Madsen—that there are reasons to be concerned about the financial administration of that college.

I do not believe that the present study has sufficiently addressed itself to those allegations. I believe the evidence that's been presented to you is of sufficient importance and sufficiently detailed—it may in time prove not to be substantiated, I accept that possibility. Nevertheless, I would suggest that my reading of that evidence is sufficient to warrant a much larger scale investigation of the claims made by Mr. Madsen.

Trying to come to that point before I came to this committee meeting, I personally wrote to Mr. Rankin, who is the vice-president, business affairs, at the University of Toronto, under which this would come, asking him if I could have copies of two audit reports

which were made in the fall of 1977, in the last five or six months. One was conducted internally by Mr. Sharma of the university's internal audit department and the other one was conducted by Clarkson Gordon and Company, the university's auditors.

I might point out, by the way, that I have reason to believe that these are the first full-scale audits of Scarborough College in something like a 12-year history. That seems incomprehensible to me, but that is open to question. That's the information I've been given. Nevertheless, I was told by Mr. Rankin that these are internal documents and there was no way I would be able to get them.

I have two questions. The first one is, can you, as the minister, get those two documents for me, because I have reason to believe from another source that there is significant information in them to support some of Mr. Madsen's allegations. Maybe you should answer that question first, if you can.

I believe I've gone through all the regular channels. In coming now to you, quite frankly it's because I don't know where else to turn. Since it is a student matter, brought to my attention by a student, I feel its appropriate to discuss it at this point.

Mr. Cooke: Just before we get into this in any great detail, I would ask for your guidance, Mr. Chairman. I don't mind spending a couple of minutes on this, but I would think that this more properly should have come under the university votes, since it is an internal university matter. I hope we won't spend too much time on it.

Mr. Sweeney: I just want a yes or no answer from the minister whether he will or will not support us.

Hon. Mr. Parrott: I think the situation is that we can ask either the president or Mr. Rankin to submit it to us. I don't think we have the legal right to demand it. What I was checking with the chairman was whether or not the Audit Act had been presented to the Legislature and passed.

Mr. Chairman: Last fall.

Hon. Mr. Parrott: I sometimes get confused with what has been discussed and what has been put into the House and passed. That will be another vehicle that we could use in this instance—the Audit Act that will permit the auditor to look at the various agencies associated with government, including the universities.

Mr. Sweeney: Do you mean the provincial auditor? Is that what you're referring to?

Hon. Mr. Parrott: Yes.

**Dr. Parr:** Under the terms of the new act—and I'm speaking from memory in an area which is hardly my own—I believe the new act gives the provincial auditor the right to make what is called an inspection audit of any of the agencies which receive transfer payments from the consolidated revenue.

**Hon. Mr. Parrott:** I was sure it was in but I wanted to be positive; that's confirmed.

There has been no audit inspection yet by that act, as I understand it. But I think that is one avenue we could explore.

**Mr. Sweeney:** Are you suggesting that you will do that or that I should do it?

**Hon. Mr. Parrott:** I think first, in reply, let us see if they will supply us with that audit. If they will, fine. I think they have the legal right to say no, but frequently a request is honoured. Let's see what that does. If it doesn't, you may wish to consider the possibilities of action under the Audit Act of the House.

**Mr. Sweeney:** Can I await your word?

**Hon. Mr. Parrott:** Yes, we'll get that for you in the next couple of weeks.

**Mr. Cooke:** I had talked to Mr. Sweeney about this before. I would also be interested in seeing that audit.

**Hon. Mr. Parrott:** Sure.

**Mr. Sweeney:** As an aside, when I received this from Scarborough College I couldn't help but note the irony of the binding.

**Hon. Mr. Parrott:** Did it come in a brown envelope?

**Mr. Sweeney:** No.

**Hon. Mr. Parrott:** No?

**Mr. Sweeney:** The binding.

**Hon. Mr. Parrott:** Yes. I thought that was a good choice.

**Mr. Sweeney:** A shoe-string.

**Hon. Mr. Parrott:** Yes. There's a lot of merit in that.

**Mr. Sweeney:** Directly into student affairs, then.

First of all, I'm going to be relating my comments almost exclusively to the new financial assistance program, as I suspect you might have expected.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** I want to begin by saying—as I have before, but in all fairness and all sense of justice—that there are a number of very definite improvements in the new program that must be recognized, because, obviously, I'm going to spend more of my time looking at the other ones.

I'm pleased to note that there will be a student representative on the appeal board. I would like a little bit more information, at some time, as to how that's going to work.

I'm pleased to note that there is at least the option for students to apply for grant only, without having to necessarily take a loan.

I'm pleased to note that the actual summer earnings are now going to be considered. I think even the procedure which you have now outlined seems at least reasonable.

I'm pleased that part-time students will now have access to the grant program and that private-school students under certain circumstances have access to the grant program.

I think these are all positive steps and must be recognized.

**Hon. Mr. Parrott:** That's 90 per cent, so that's not bad.

**Mr. Sweeney:** They are all advantages. I don't quarrel with them.

First of all, let me take a look at the actual amount of money which is allocated.

I'm looking at page 128 of your back-ground paper. In 1977 you allocated \$74.9 million. You actually spent \$67.23 million. That is despite the fact—and I have to underline this—that there was an increase in the number of applications. That figure is immediately below there.

I bring that to your attention because I don't want to becloud the issue by being told there was a decline in the enrolment at the universities in 1977 which was not expected. What this clearly shows is that there was less money handed out, even though there were more people who made applications for money.

This means that in another year, something like \$7 million is underspent. If we go back for something like, I believe it is the last five or six years, this adds up to something close to \$40 million. I think the previous total was close to \$33 million. Add on another \$7 million and we're up to \$40 million.

I bring that point out because it highlights one of our major concerns. It really doesn't tell us very much when you say this year you are going to add another three and three-quarters per cent to the fund—that you are going up to \$77.7 million. We have seen in the past that, regardless of the total amount of money you put into the fund, it just happens too often that total amount of money is not used. Therefore our concern, as we have repeatedly expressed it to you, is the criteria you set for getting that money.



**Hon. Mr. Parrott:** Could I make an interjection? I think we might be able to cut down the time on this portion considerably. We've said that in some years it's been over and some under—you are correct, in many years it has been under. It is very difficult. I could give you a whole bunch of reasons why it is difficult, but I think this year for sure we can come extremely close—meaning right on target within literally a few thousand—because of our loan remission scheme. You might not like the concept but—

**Mr. Sweeney:** Oh, I would like to speak to it.

**Hon. Mr. Parrott:** —we can come to that as another issue. But as far as under- or over-funding this year goes, I think the loan remission scheme will be an excellent safety valve, if you will, for absolutely accurately estimating the cost. If we are over, I am sure I won't hear the criticism; if we're under, we will. But by the loans remission scheme we can add to the percentage we will refund to the students and therefore come within a very, very few thousands of the actual estimates. I really am convinced that with that scheme in place, which you may or may not like, it will at least answer your major criticism of overestimating.

We can go on to the other issue. I don't want to cut that dialogue off but—

**Mr. Sweeney:** I think it is critical, Mr. Minister, because too often we have been told, "I'm meeting the needs because I'm putting more money in the pot." That's the problem we keep facing.

**Hon. Mr. Parrott:** Each year, I think you will agree, the actual expenditures have gone up. We've been putting up our estimates a great deal in those three previous years, but the actual expenditures have gone up too.

**Mr. Sweeney:** If I had known you were going to make that point I would have brought my figures, but what did you spend in 1976-77?

**Hon. Mr. Parrott:** It was \$55 million.

**Mr. Sweeney:** The increased estimate for 1977 over the estimate for 1976—could I have that figure?

**Hon. Mr. Parrott:** We estimated actually \$46 million in 1976, but that was one of those years we went over, so I guess more technically you should say in the estimates it was \$46 million, but we actually spent \$49 million. Then the next year we estimated \$61 million and then \$74 million and this year—what, \$77 million, is it?

**Mr. Sweeney:** So the big jump was between \$61 million and \$74 million?

**Hon. Mr. Parrott:** No, they were both the same percentagewise, not too much different. Big jumps both years, in round figures.

**Mr. Sweeney:** I think I have registered my concern, and there is no sense in—but can I come back now that you have mentioned—

**Hon. Mr. Parrott:** Dr. Parr wants to make a point and I think a very valid one.

**Dr. Parr:** Naturally we are concerned when our estimates are some way out. The particular point which is most significant this year and which I think is something one just cannot estimate ahead of time, is that the number of group A students—the dependent students who chose to live at home—was much larger. This of course means that less money goes out on OSAP. The previous year's estimate of about 15 per cent staying at home moved up to 30 per cent and college students from about 20 per cent based on previous experience to 33 per cent. This put our estimate out by \$4 million.

**Mr. Sweeney:** That one factor alone?

**Hon. Mr. Parrott:** That one factor. It is an extremely difficult program to estimate. Another one that always causes us concern is that so many cheques at the end of the year, for whatever reasons, are not picked up. Three or four million a year can sit there about which we have to say, "We will honour if you pick up," and they are not picked up. Students have decided to not continue in the program, or there are a variety of reasons.

[5:30]

There is \$7 million, very quickly, that with the best of techniques you can't come closer to than our estimate did. That is why I really think the loan remission scheme will answer criticism very well this year.

**Mr. Sweeney:** Mr. Minister, let me go to the loan remission scheme then, because I think the two of them are tied closely together.

By the way, both critics I am sure are going to be making some strong statements with respect to this whole question of eligibility periods. I still have strong objections to it and I will speak to them in a little while. However, the loan remission scheme is better than nothing, quite frankly, and I accept that premise.

**Hon. Mr. Parrott:** And it might be very generous this year, who knows?

**Mr. Sweeney:** There is a catch to it, though, and I am going to need some help in understanding what you are doing. As I understand it, you are taking \$15 million out of a total allocation of \$77 million, is that right?

**Hon. Mr. Parrott:** Right, setting it aside for—

**Mr. Sweeney:** That is set aside strictly for the loan remission scheme, and what is left over is used for the regular program?

**Hon. Mr. Parrott:** That is a guarantee that we will spend \$15 million.

**Mr. Sweeney:** Let me come to it, then. As I understand it, the total number of people who could qualify for the loan remission scheme probably will not exceed 15,000. That is my understanding.

**Hon. Mr. Parrott:** Fair enough.

**Mr. Sweeney:** Let me go through my assumptions and then you can challenge them.

If we take your \$15 million and give every single one of those 15,000 \$1,000—which is as much as they could get—then you use up to \$15 million. But there are a couple of problems, as I see it. The first one is that every single student who is eligible would apply. Secondly, every single student who applies and is eligible, will get the full \$1,000.

Something doesn't sit right there. As I understand it, they have got to cover their own first \$1,000. They go to a maximum of \$2,000, so it is only the difference between \$1,000 and \$2,000—which means they can't get more than \$1,000. If that is not right, I am open to be corrected.

**Hon. Mr. Parrott:** No, I don't think so.

**Mr. Bonner:** Mr. Chairman, I am not sure where Mr. Sweeney gets the \$2,000 figure because the maximum allowable loan is \$3,600 over two terms of study—we are talking of students who can potentially get up to \$3,600.

**Mr. Sweeney:** But are they not responsible for the first \$1,000 themselves?

**Mr. Bonner:** Yes.

**Mr. Sweeney:** So in other words you are telling me that the most they could get from the remission scheme would be the difference, which is roughly \$2,600. Is that right?

How about my figure of a maximum number of 15,000 who could possibly apply? Is that accurate?

**Mr. Bonner:** That is a reasonably low estimate, yes. There are too many unknowns, of course, but that is a reasonable estimate, yes.

**Mr. Sweeney:** Let me come back, then: I have expressed my concern about your figures. Where did you get the \$15 million figure? What was the basis for it?

**Hon. Mr. Parrott:** I think you eventually have to come to some basic reaction to the proportion historically that has been in with

group B students, with long-term group A students, and what was a reasonable amount. The more we put into that \$15 million, if we changed that to \$25 million, obviously the other program would have suffered. We thought that was a pretty good representation of the historical relationship of those students over an extended period of time.

There is no magic way of saying that was actually done. To the best of our judgement, that represented a fair proportion of the \$77 million. At that time we thought it was \$76 million. But we just took that as a rough estimate because we knew every million we took and put into that fund, we would have quite a good deal of adjustment required in, say, the parental contribution factor. So you play off one against the other.

**Mr. Sweeney:** Let me come back to the same question from another direction. If I understood Mr. Bonner correctly before, he said the 15,000 which I estimated is the low end of the scale. What, in your judgement, is the top end of the scale?

**Mr. Bonner:** I didn't say it was the low end; I said it was a reasonable low estimate.

**Mr. Sweeney:** What would be your high estimate, then?

**Mr. Bonner:** If we take into account every student going to every school in Canada and in the States—which could be included, as they are, in the number of applicants—we are talking of perhaps 25,000. There are a lot of people who go out of the country, for example, or go to other parts of the country.

**Mr. Sweeney:** So we are talking about a range, if I understand you correctly of between 15,000 and 25,000; is that an accurate statement?

**Mr. Bonner:** Actually, I would go lower and up to that. I would say about 12,000 to 25,000.

**Mr. Sweeney:** Twelve thousand to 25,000. Those are the people who would have, in previous years, qualified under the grant and who are now, under the new eligibility restrictions, being effectively cut off? Is that a correct representation?

**Mr. Bonner:** Yes.

**Mr. Cooke:** Wait a minute. Do you mean 25,000 or do you mean 12,000? I am confused.

**Hon. Mr. Parrott:** We just plain don't know.

**Mr. Cooke:** What estimate are you using? That is the important thing.

**Mr. Bonner:** We were using an estimate of around 16,000 to 17,000 in our calculations. I think that was the figure.

**Mr. Sweeney:** What I am trying to get at, Mr. Bonner, is that when you designed this loan remission program, you had some idea of the number of students who would formerly have qualified for grant assistance, but who will now not qualify because of the new eligibility rules. You are telling me that figure, in your judgement, will be about 17,000. I am not trying to put words in your mouth. I am trying to clarify the situation.

**Hon. Mr. Parrott:** Fair enough.

**Mr. Sweeney:** Is that fair enough?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** So through the new program you are, in subsequent years, cutting about 17,000 students out of eligibility.

**Mr. Bonner:** No, that is not correct.

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** How else can I translate that?

**Mr. Bonner:** There are a number of things that happen. For example, we are going to the full CSL criteria. We have not been able to do that in the past.

**Mr. Sweeney:** Full what?

**Mr. Bonner:** Canada student loans criteria. We have imposed a ceiling of \$1,000 in the past and now we are letting students get the full \$1,800 Canada student loan, and so on.

**Mr. Sweeney:** I am not talking about loans; I am talking about grants.

**Mr. Bonner:** They have always been eligible to apply but the criteria have been putting them off the program for one reason or another—parent's income, or whatever.

**Mr. Cooke:** What number of students in the system would normally have qualified for a grant but are now being cut off because of the eligibility period?

**Mr. Bonner:** The exact number against this current year's program is less than 11,000.

**Mr. Sweeney:** Mr. Bonner alluded to the Canada student loan program. May I ask, Mr. Minister, why in previous years you matched all of the criteria of the Canada student loan program, but this year in a few places you have chosen not to? One that hits home very, very hard to students is that area of living allowances.

According to my figures, this year the Canada Student Loan Plan is going to increase their allowance up to \$48 a week if the student lives at home, from a previous of \$36, I think it was; and you are going to decrease it from \$36 down to \$25. The Canada Student Loan Plan is going to go up to \$71 and yours is going to go down to \$65. So in the one case you have actually decreased your

own allowance and in the other case you have increased it, but not nearly as much as the student loan was.

This is going to make a serious impact on student living allowances at the very period in time when everyone recognizes that their costs are going up. I find it very difficult to follow the reasoning for doing that. Can you explain it?

**Hon. Mr. Parrott:** You know if I were asking you for a loan as compared to a gift, I suspect you might apply different criteria.

**Mr. Cooke:** I wouldn't call it a gift.

**Hon. Mr. Parrott:** I think the taxpayers do. But call it a grant, if you will, it does come from the taxpayer and it is money not returned. That's the closest thing to a gift that I know of.

**Mr. Cooke:** If I can just interject. You have made this type of statement in the House—

**Hon. Mr. Parrott:** Yes; many times.

**Mr. Cooke:** I have a quote from you when you were implying in the House that I would give students free money: "Well, that seems to put across a philosophy that you think that we get nothing in return from these students when they graduate." I don't look at it that way at all and I hope that you don't.

**Hon. Mr. Parrott:** Well, I do.

**Mr. Cooke:** You don't think we get anything from the students when they graduate?

**Hon. Mr. Parrott:** When I was a student—and I will be very personal on this, no doubt about it—my mother and father contributed a gift to my education. I have tried to return some of that gift to society. I don't know whether that satisfies you or not, but I considered it a very significant gift from my parents, made out of a great deal of sacrifice, and I am very pleased they saw fit to use their money in that way.

**Mr. Cooke:** Quite a different concept than we are talking about.

**Hon. Mr. Parrott:** Well, I don't see it that way.

**Mr. Sweeney:** Parents are still making that sacrifice.

**Hon. Mr. Parrott:** Indeed they are; and I see nothing wrong with labelling it as a gift, because I think it is just that. We have lots of programs around this province that are gifts from one taxpayer to another. It doesn't make us second-class citizens because we receive gifts. I have received all kinds of gifts in my life and I am very appreciative of those who have given them to me.

**Mr. Sweeney:** Do you not think "investment" would be a better word, Mr. Minister?



**Mr. Cooke:** I think that's a much better way to look at it.

**Hon. Mr. Parrott:** No, I don't—

**Mr. Sweeney:** Surely government looks at it as an investment as opposed to a gift?

**Hon. Mr. Parrott:** I think we do make a very considerable investment called operating grants. No one seems to want to put these all together. Everyone wants to treat the problem in isolation as though operating grants weren't a very significant amount of the gift, the investment—whatever.

I am not for a minute suggesting that we don't get excellent return on our money in post-secondary education. I think we do, even though much of the money that students receive is frequently mostly for living expenses, that's fine. Call it an investment if you will; call it a gift. A rose is still a rose by any other name.

We must recognize however that many contribute who do not necessarily benefit from the process. There are literally hundreds of thousands of people who pay their taxes who have never been part of this scene and who consider it as a gift they are prepared to make to the recipients called students.

**Mr. Sweeney:** But they are receiving a return on that investment in the upgrowth of society.

**Hon. Mr. Parrott:** Yes, but I am inclined to think that many of the students attending our institutions are there for probably the same reasons that I went to college.

**Mr. Sweeney:** Is our society not better because we have that large core of highly educated people?

**Hon. Mr. Parrott:** Sure we are. But so are the students.

**Mr. Sweeney:** Sure they are. No one's questioning that. But let's take a travelling salesman as an example. If you are going to make an investment by giving him a car to help him do the job and then you say, "But we are not going to put any wheels on it," I think the same thing is happening here. You are making this tremendous social investment in the institutions, the staffing and the programs, but you have to go the one step further and make an investment in the student himself. Otherwise, what's the good of the rest of it? It's like a car without wheels.

**Hon. Mr. Parrott:** Fair enough. The money's there as long as people recognize that it's a grant, an investment or a gift that is not returned to the government.

**Mr. Sweeney:** What I am trying to get at is that the principles upon which you have

stood for so long seem to be turning upside down. You accepted the premise in the past that a certain number of students needed assistance in their living costs if they were going to be able to attend college. That's been an accepted fact—

**Hon. Mr. Parrott:** Fair enough, no argument.

**Mr. Sweeney:** —and then all of a sudden this year, for no reason that I can understand and that's why I posed the question, you withdraw from that. Why do you say last year it was reasonable to expect that the cost for a student living at home—and I'm not justifying these figures, but they were justified somewhere along the line—should be \$36 while this year it is \$25?

[5:45]

**Hon. Mr. Parrott:** We didn't justify them. Those were conditions applied by the Canada Student Loans Plan. I'm simply drawing to your attention that when it is a loan given by the federal government to the student, I suspect it's very natural and very normal that the criteria for the amount required could be somewhat more lenient than if the same government was saying he didn't have to repay it. If the federal government had been as generous with the student as the provincial government has been, maybe it would have been stricter in applying the criteria.

**Mr. Sweeney:** Surely you recognize that except for a relatively small number of students who are going to be able to get substantially more grant under your new program than what they could otherwise, the vast bulk of students are going to end up in relatively the same position. They may get some grant money first, but they're going to have to get loan money as well. The balance in the end for the vast majority of students is not going to be significantly different from what it was in previous years.

**Hon. Mr. Parrott:** It depends how long they go to post-secondary institutions and what their family background is. If they're from the lower economic strata and they're in colleges and/or universities for four or five years, then there's no doubt they will get a lot more grant than they ever had previously.

**Mr. Cooke:** What are the maximums for grants? There must be some sort of maximum.

**Hon. Mr. Parrott:** I don't think there is any maximum at all. It's just plain need.

**Mr. Sweeney:** There is a \$1,000 maximum on a group B student that we weren't told of before.

**Hon. Mr. Parrott:** That's different, yes. In this instance, I thought the question was directed towards an undergraduate group. A student, I thought that's what we're talking about. Then it's according to need.

**Mr. Cooke:** With a grant you must have some upper limit.

**Hon. Mr. Parrott:** We assess the need. If the parental income contribution is zero and the student's contribution from summer employment is zero, then it's up to need. I'm not going to suggest that we don't expect a contribution from the student, particularly in the summertime, but it will be on an actual basis. That was one of the things Mr. Sweeney said was a good idea. It is possible for the student to have full grant up to need.

**Mr. Cooke:** When you are talking about summer jobs, that was one of my concerns and I would like to have it clarified. There is an expectation for contribution by students from summer jobs. That's fine. I'm wondering what the situation is going to be in areas where there is extremely high unemployment and the likelihood of jobs is almost nil. What kind of documentation can we expect students are going to be required to get to prove they have looked for jobs, or are you going to go the more reasonable direction of agencies like the Unemployment Insurance Commission that are now saying they don't want all this documentation because they realize there are no jobs out there? How flexible are you and where are we going with that?

**Hon. Mr. Parrott:** That's basically on an appeal basis. Mr. Clarkson may want to address that.

**Mr. Clarkson:** Basically, in areas where there is high unemployment, in talking to Manpower people, we found that students won't necessarily be precluded from jobs in those areas. Employers may have part-time employment. They may not necessarily have full-time employment but employment for sporadic periods of time.

**Mr. Cooke:** Who has been telling you this?

**Mr. Clarkson:** The Manpower people indicated that this may be possible. It's a different situation with students than it is for people looking for work.

**Mr. Cooke:** I'm not sure what it's like in other areas. I would imagine Sudbury is in a very bad way. St. Catharines was running at 12 per cent unemployment. In an area that I know well like Windsor, there are no jobs available. Chrysler Corporation usually hires a number of students, but it won't be this summer.

**Mr. Clarkson:** But there may be jobs in the tomato fields or something like that in Essex county.

**Mr. Cooke:** That's what I'm asking you. What types of jobs and documentation are you going to expect of these students?

**Mr. Clarkson:** Basically, we'll be requiring them to be registered with Canada Manpower. Secondly, we will be requesting an affidavit stating where they searched for work with a list of firms and so on.

**Ms. Gigantes:** Aside from Manpower requirements?

**Mr. Clarkson:** Yes, aside from that.

**Ms. Gigantes:** So you are going to have a new Manpower administration section built into this plan?

**Mr. Clarkson:** I don't think so.

**Mr. Cooke:** I don't understand why you are requiring this affidavit.

**Mr. Clarkson:** We wish it for verification purposes that the student did search for employment. You mentioned the Windsor area. A student may not have been able to get a full-time job, but he may have been able to get one for six or eight weeks.

**Mr. Cooke:** Certainly, don't go by Manpower. I hear the statistics they give through the media of the number of job placements for students per year. I worked at student Manpower one year and if it's a one-day placement, that's considered a placement. It means absolutely nothing, or very, very little.

If an elderly person calls up and wants his front lawn cut, that's considered a placement. They might get up to 3,000 placements in a place like Windsor. But 3,000 placements—that one lawn-cutting placement counts the same in their statistics as a 12-week placement at Chrysler Canada. That's kind of ridiculous and that's why those statistics mean practically nothing.

**Mr. Clarkson:** We're not going by statistics. We'll be going by the job search of the applicant. I'm a little bit confused here. You said, "Don't go by Manpower," and yet you say, "Go by Manpower in terms of—"

**Mr. Cooke:** I'm saying, in terms of available work, don't go by what they're telling you is available. I'm saying that when you look at placements, you're comparing placements, and I've heard the projections that student Manpower has been giving out for placements in the Windsor area this year. They expect to reach the same as last year, but the types of jobs are going to be altogether different. They're primarily going to be one-, two-, or three-day jobs. Those are



not very helpful to university students trying to meet the requirements for this program.

There's the assumption in the program, I understand, of \$50 savings per week. That assumption is based on a summer job. If they don't make that \$50 per week because of the lack of a summer job, they have to go through the appeals procedure. Is that correct?

Mr. Clarkson: Yes.

Mr. Cooke: Do you think that's fair?

Hon. Mr. Parrott: Yes.

Mr. Cooke: Why should they have to go through an appeals procedure?

Hon. Mr. Parrott: We want to be very sure that the student has made every effort to gain employment during the summer.

Mr. Cooke: So he's got the documentation, he's got Manpower, he's got the affidavit, and then he has to go through an appeal procedure.

Hon. Mr. Parrott: Yes. You said, and I agree with you, that we perhaps should not put too much faith in Canada Manpower centres.

Mr. Cooke: I said that in a very qualified way.

Hon. Mr. Parrott: I'm quite prepared to accept that statement on your part.

Mr. Cooke: When you're in opposition one day, you'll be able to misinterpret—

Hon. Mr. Parrott: Yes, but I'll be so old I won't be able to speak, so what's the point?

Mr. Clarkson: The appeal procedure itself—

Mr. Cooke: I'd like to pursue this matter of the appeals.

Mr. Clarkson: For someone who has signed this affidavit, has searched for work, has been unable to obtain it, the appeal procedure will just be a matter of presenting the documentation.

Mr. Cooke: Okay. Can I just go back to something I want to cover very briefly, on the parental contribution? There was a statement I made, after receiving this job as critic, that the minister disagreed with. I wonder if the minister is now prepared to admit that his original statements on parental contributions were wrong.

Hon. Mr. Parrott: Which statements?

Mr. Cooke: There was a vast disagreement between figures that you were issuing and the Ontario Federation of Students' figures; some of those I used you claimed were completely inaccurate. Then you gave other statistics.

Hon. Mr. Parrott: No, I'm not. Do you want to go over that whole dialogue again?

Mr. Cooke: I'm just looking at a memo that was sent to you that indicates that you weren't correct, that your ministry people also didn't think the Ontario Federation of Students was correct and that there was more of a middle ground. I would quarrel with that because of some of the assumptions made in here. Let me just read part of this memo:

"To give you some idea of why we do not allow a \$780 deduction, please note the following: The \$780 deduction is the deduction for a dependent child. If the student earned more than \$2,600, the parents could not claim the child as a dependant for income tax purposes."

I suggest the government's own programs to hire students paying minimum wage would not produce \$2,600. To make the assumption that a student can make that kind of money in a summer is wrong.

Hon. Mr. Parrott: No, you can make \$2,600 in a summer but not—

Mr. Cooke: Sure you can, but the majority of the jobs available are not going to pay that, especially this summer. For example, you mentioned that in Windsor they can get farm labour. Fine. They're not going to make \$2,600 in a summer on farm labour because those are minimum hourly-wage jobs.

Hon. Mr. Parrott: That's \$125 a week, isn't it?

Mr. Cooke: Yes, I'm going by 16—

Hon. Mr. Parrott: Twenty weeks.

Mr. Cooke: Twenty weeks is five months.

Hon. Mr. Parrott: Sure, and there are lots of students who are able to work five months of the year.

Mr. Cooke: The jobs you are offering in the government and the jobs in the farm fields are not for five months.

Hon. Mr. Parrott: But let's also look at some of the jobs in factories where they're making \$7 and \$8 an hour.

Mr. Cooke: The point I'm making is that the majority of the jobs are not going to produce that kind of money and, when you're calculating parental contribution, to make an assumption that a student is going to be able to earn \$2,600 is wrong.

Hon. Mr. Parrott: You don't think a student has a fair chance at \$2,600 in 16 weeks?

Mr. Cooke: No. Not this summer, I don't. I think there can be an assumption made that a heck of a lot of students are going to be unemployed this summer and they're not going to be able to earn anything except



maybe collecting unemployment insurance benefits from last year.

**Mr. Sweeney:** A lot of them are on minimum wage.

**Hon. Mr. Parrott:** Sure, there's no doubt about that, but there are a lot who aren't.

**Mr. Cooke:** Your own government has changed all its wages and moved them down to the minimum wage. You're setting the example. You're defending things that are not defensible.

**Hon. Mr. Parrott:** So are you.

**Mr. Cooke:** I'm just wondering, are you now prepared to admit that when you were giving these figures—

**Hon. Mr. Parrott:** No, I—

**Mr. Cooke:** You're not?

**Hon. Mr. Parrott:** I said to you then in the House, I said it in estimates, and I say again now: I think it's a total waste of time to bat around figures. We gave two illustrations just as a rough idea. There was not enough information in that to be definitive of the specifics. I think it's counterproductive to sit here hour after hour arguing, except on one basis only; that is, using the case of an actual student, because all the factors could be considered. If not, we just waste a lot of time bantering about hypothetical situations.

**Mr. Cooke:** I agree, but I thought I should bring it to your attention, because I remember that day in the House you made a very—

**Hon. Mr. Parrott:** Yes, and basically your statement was wrong. But fair enough. That's the second time. We'll put down two.

**Mr. Sweeney:** Excuse me. Are you going to leave parental contributions, David?

**Mr. Cooke:** Go ahead.

**Mr. Sweeney:** I just want to bring one point up while David's on that topic.

**Mr. Minister,** I'm looking at the 1978-79 booklet and the 1977-78 booklet. Two things are clear right off the bat. The first one is that the kick-in figure, or the trigger figure, whatever you want to call it, for parental contributions this year is more restrictive than it was last year. Would you quarrel with that?

**Hon. Mr. Parrott:** I don't think I would quarrel with that, no.

**Mr. Sweeney:** In other words, you will accept the premise—

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** —that you are asking for parental contributions from people who are earning less money this year than what you would have asked for last year? You accept that premise?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** All right. I'm also looking in section 12 of last year's booklet dealing with parental contributions. There is an example here: "Parents' 1976 gross income, \$11,000; the contribution would be \$208." I want to make a direct parallel. I'm looking at section 7 of the new booklet. The previous booklet says "gross"; the new one is based upon net. I've netted it out as best I can, and my contribution figure comes to \$570; that's more than double. Would you accept the premise that my reading of this is that parental contributions for this year will be somewhat higher than they were for previous years?

**Hon. Mr. Parrott:** I think that's quite possible, but I would also want to caution you to recognize and factor in that it's the grant's first year, not the loan first as in previous years. That really changes the program.

**Mr. Sweeney:** Except that, unless I can see figures otherwise—

**Hon. Mr. Parrott:** But if the award was only \$600 in that year, say, for whatever reason, last year it would be a \$600 loan and zero grant. This year, the figure you quoted would be a grant.

**Mr. Sweeney:** The parental contribution would be \$208.

**Hon. Mr. Parrott:** All right. I was talking about then taking it to the bottom line, the amount of the award. If the parental contribution was \$208, the grant would be \$392, all other things set aside. But that's the danger of getting into the specifics. We're prepared to admit that it's tighter relative to parental contribution. There's no argument about that. Secondly, it was caused by two things: 1. that a person could get a grant first, and 2. that we had a large amount of money to set aside to the grandfathering clause which we won't have to do in the future.

[6:00]

**Mr. Cooke:** Don't you see that when you're treating programs differently—

**Hon. Mr. Parrott:** What, the loan and the grant?

**Mr. Cooke:** Right.

In effect, because of certain expenses you allow—different amounts for the grant program, lower amounts—you're saying to many students: "You will take a grant, that will come first; but if you want to get the amount of money that you need from the government you will also have to take a loan." It destroys the part of the program that—

**Hon. Mr. Parrott:** No, I think the figures for a grant are tight; and they should be, in my opinion.

**Mr. Cooke:** I'm not saying there should be enough money there to go to school plus have a good time, I think we should be covering expenses and tuition.

**Hon. Mr. Parrott:** I think we feel those tables do just that. Sixty-five dollars a week, as the deputy says; that isn't all that bad.

**Mr. Cooke:** I'm talking about a number of things. Mr. Sweeney has mentioned some of them. There's another one in here some place about a family which has a negative income. Under the student loan program they would benefit, under the grant program there's—maybe you can explain that; I read it differently: "If there is a negative income figure—the allowable deductions are more than the gross income—it is treated in the following manner: Under the grant program, the negative figure is ignored; under the loan plan, the negative figure is added to the student's educational costs."

**Mr. Clarkson:** I would just mention that that's for married students. Under the group A students we do look at parents who are in the very low income situation and we give an additional amount to those students to provide room and board, should they need it.

**Mr. Cooke:** I realize that's in there.

**Mr. Clarkson:** With the married students we're picking up only educational costs. I feel that's more than fair.

**Mr. Cooke:** We're talking about family income under this section.

**Mr. Clarkson:** What page?

**Mr. Cooke:** I'm looking at a document that's prepared for the universities; maybe you can read it over.

**Mr. Sweeney:** While Mr. Clarkson is looking at that, have you any tables at this point in time that would indicate the percentage of students who will get significantly more grant money under this new program versus the old program guidelines—20 per cent, 25 per cent, 30 per cent? You see, I'm making the hypothesis that the bulk of students will be no better off under the new program. They're still going to end up with so much grant and so much loan. It's just a case that they get one before the other. It's going to be changing the order in which they receive it, but for all practical purposes it's going to be the same thing.

Do you have any statistics that would show that 30 per cent of students, 25 per cent, 20 per cent—whatever the figure is—will

really significantly benefit from the new approach; or is it even lower than that, is it 10 per cent? I'm not talking of a couple of dollars one side or the other, I'm talking about significant differences.

**Mr. Bonner:** I don't have figures right here. I was just looking at some figures a few days ago. Right now we're piecing that kind of story together. For example, we know that if this program was in place this current year better than 50 per cent of the families of the group A students would not be contributing at all.

**Mr. Sweeney:** Compared to?

**Mr. Bonner:** Up from about 42 or 45 per cent the preceding year.

**Mr. Sweeney:** That's an upward revision of about five per cent.

**Mr. Bonner:** About that, yes.

**Dr. Parr:** It depends. Five per cent on 40, which is 12 per cent depending on how you play with the percentages.

**Mr. Sweeney:** Five per cent of the total.

**Mr. Bonner:** We also know that the group's average award is going to be increased by a little better than \$140.

You're asking a very difficult thing, because there are so many factors; for example, the student's program length will vary quite significantly from place to place; the ancillary fee schedule that student faces will have an effect on the grant award; the amount of money they earn in the summer is going to have an effect.

**Mr. Sweeney:** Couldn't you make a direct application? It makes a great deal of difference if you tell me that 10 per cent of the students are going to get two or three times as much grant money as they got previously but everyone else will be just about the same, as opposed to telling me that 30 per cent of the students are going to get 20 or 30 per cent more grant money and then everyone else will remain the same. By just saying on average, it could be a very small group of people who are going to get one heck of a lot of money while everyone else is going to get less or about the same.

**Mr. Bonner:** I'm afraid it's too long ago since I looked at that kind of distribution.

**Hon. Mr. Parrott:** I'd like to interject a point on that, Mr. Sweeney. You said earlier there were some good points in the program, agreed, but there are some concerns too.

**Mr. Sweeney:** There are some serious things about it.

**Hon. Mr. Parrott:** I thought you indicated the pros outweighed the cons.



**Mr. Cooke:** The eligibility periods are bad enough.

**Hon. Mr. Parrott:** You would like us to go back to the old system; in balance do you like the old system better than this one?

**Mr. Sweeney:** In some ways, when you average it out.

**Hon. Mr. Parrott:** No; in balance, when you average it all out, do you like the old award program better than this one?

**Mr. Sweeney:** On the eligibility period alone I think I'd go back.

**Hon. Mr. Parrott:** That's one alone. You're saying the new program is poorer than the old one?

**Mr. Cooke:** That's a useless argument.

**Mr. Sweeney:** You can't make that argument.

**Hon. Mr. Parrott:** Sure we can go back to the old program, whether that's true or not.

**Mr. Cooke:** It's the idea of the eligibility periods.

**Hon. Mr. Parrott:** In this program you've got tradeoffs, and there will never be any other way.

**Mr. Sweeney:** You've spent two or three years saying you were coming up with something that was significantly better.

**Hon. Mr. Parrott:** And we believe it is.

**Mr. Sweeney:** I think we've demonstrated to you pretty clearly that you've got enough weaknesses in the program to make us question whether or not it's significantly better.

**Hon. Mr. Parrott:** Oh no you haven't.

**Mr. Sweeney:** There are some good things in it, admittedly. We started right out by saying it and recognizing it; but golly, there are a lot of people going to be hurt by this summer. That's why I keep questioning why you did that. It doesn't seem to make any sense. Why did you put the living allowance lower and why did you put the parental contribution figure lower?

**Hon. Mr. Parrott:** You don't seem to understand that you start from the bottom line of \$77 million and from there you try to allocate the funds in the most equitable way possible. You start with the bottom line and you go from there. If next year we see that that \$15 million that will not be required in grandfathering can be deployed in other areas more effectively, we will do so. We've always said this is an evolving program. I'm convinced it is, given the limitations of setting aside \$15 million, which is a bit unfair to the new program. We've had to combine the best of both worlds for a while. In other

words, we were stuck with grandfathering in those who would have benefitted from the old plan. That's a bit unfair, because we're really going to have a plan this year that is not running at \$77 million but \$77 million less \$15 million, or \$62 million in total. We have less money, if you will, to go into this specific plan. Next year we can reduce the grandfather commitment and we'll be able to take those dollars and allocate them where we think the plan is deficient.

**Mr. Cooke:** Are you not at some point going to be coming up with a program for graduate and professional students? I thought you had said before you recognized there was a problem there.

**Hon. Mr. Parrott:** I said that eventually we would probably allocate more money to the scholarship portion of our awards program.

**Mr. Sweeney:** That doesn't help the professional school student.

**Hon. Mr. Parrott:** There's lots of money available for the professional school student. You've proposed that the student who goes into a professional program is going in there because of what he can contribute to society. I've gone through one professional program. I think most of the people I knew in that were pretty excited about what benefits they'd receive the day they graduated.

**Mr. Cooke:** I think that one of your problems in these estimates is that you always interpret what we say as an either/or.

**Hon. Mr. Parrott:** Oh, you do a pretty fair job yourself, Mr. Cooke.

**Mr. Cooke:** Before we run out of time, I'd like to ask you a couple of questions. Where are we with the applications this year? Does it look like you're going to be on time as far as getting cheques out on time?

**Hon. Mr. Parrott:** I think Mr. Clarkson can answer that one. I have an update every two weeks.

**Mr. Clarkson:** Things at the moment look quite good. We had set a schedule of June 1 to start processing. It looks like we will be having our first run, barring anything that comes up within the next couple of days that might prevent that. At the very latest, it would be two or three days away. In any event, we're quite optimistic that cheques will be out on time. I can assure you that everyone in the ministry will be working towards that end. None of us wants to see that happen again and we're all hoping that it won't.

**Mr. Cooke:** I appreciate that. I just wonder, if a major problem develops, can any



program be instituted to provide students with something on an emergency basis?

**Mr. Clarkson:** I don't think there is going to be a necessity of that. Frankly, I should just mention that we have been held up because Canada student loan changes, which we had implemented and told our consultant to incorporate into the program, have been held up in Parliament in Ottawa. We have had to go back and reprogram the computer to accept the older values. It is things like this that are outside our control and are holding us up.

**Mr. Cooke:** If there is something else that comes in, out of your control or something in your control, is there any way a program can be instituted to avoid things that have happened in the past?

**Mr. Clarkson:** We have tried to think of everything that could happen and cover it. If it is something we haven't thought of, we will have to deal with it at that time.

**Mr. Cooke:** Maybe the minister could answer that. If a major problem developed and cheques were very late, could any type of program be implemented?

**Hon. Mr. Parrott:** You can't go around looking for something under every bush.

**Mr. Cooke:** But I know you are always looking ahead.

**Hon. Mr. Parrott:** That is what you want us to do.

Two years ago the program was in some trouble; it was an old program, and the computerization of it was in trouble. One promise that we made was that last year we would run this program better than it was ever done before. Thanks to Bill Clarkson and his staff, that is exactly what happened. Let's put that on the record. Last year the program was extremely well run.

**Mr. Sweeney:** Then you go and change the darn thing. You didn't get all the bugs out of it.

**Hon. Mr. Parrott:** No, I didn't say that. I said the program design may not have been ideal, but the administration of the program, thanks to the people in the students awards branch, was very well done. I am convinced that it is an extremely important area for us in the ministry, because it has a very significant interface with the students. Mr. Clarkson knows that I am as hopeful of a good result this year as last year, and he would be the first to assure me that I am on his tail every once in a while.

**Mr. Cooke:** One final question: There was some discussion in estimates last year about

this idea of parents having to sign in order to give access to their income tax records—

**Hon. Mr. Parrott:** Verification; not access. There is a difference.

**Mr. Cooke:** I think it provides for access, though.

**Hon. Mr. Parrott:** I think it says verification. The process is to verify the information they are giving us.

**Mr. Cooke:** Okay. That might be the way it is supposed to work, but I think the wording of it is that they have to provide access—

**Hon. Mr. Parrott:** Yes.

**Mr. Cooke:** —and you have that right; therefore, they are signing that right away.

**Hon. Mr. Parrott:** Right.

**Mr. Cooke:** Last year, right at the end of the estimates, there were some statistics given as to the reason for this and, because of abuse of the program, the number of dollars we were talking about; and you hoped to eliminate the abuse by this.

**Hon. Mr. Parrott:** Last year's estimates?

**Mr. Cooke:** Yes, right at the end. I think it was \$2 million we were talking about, or was it \$1 million? That was the accumulated—

**Mr. Clarkson:** On the sample that was looked at in verification.

**Mr. Cooke:** Wasn't that an accumulated amount of money?

**Mr. Clarkson:** No, just an amount looked at over one year.

**Mr. Cooke:** So it was approximately \$1 million, or about two per cent?

**Hon. Mr. Parrott:** Mr. Kidd would have the answer to that, I think.

**Mr. Kidd:** There were two figures. There was an accumulated figure of more than \$1 million outstanding in overpayments to students because of erroneous parental income figures which we had used.

**Mr. Cooke:** How many years was that \$2 million accumulated over?

**Mr. Kidd:** Since the inception of the program in 1967.

**Mr. Cooke:** So what percentage would that be? We are talking way less than one per cent? Right?

**Mr. Kidd:** That is the outstanding balance. A lot of that has been collected.

**Mr. Cooke:** But you were able to find out the money that was owing without this type of thing having to be signed; so we were talking about instituting this type of thing to

eliminate an accumulated total of \$2 million from the inception of the program.

**Mr. Clarkson:** There's one thing I would like to comment on in relation to that. This is not an Ontario requirement per se. This was part of the Canada student loans criteria which was supposed to have been implemented in 1977-78. It wasn't, because we had agreed to make no changes whatsoever in our computer system or anything connected with the program.

**Mr. Cooke:** Last year, though, I think there was basic support from the minister on this idea—

[6:15]

**Hon. Mr. Parrott:** Isn't it interesting, when the auditor of this province looks at some of the problems, he will get great glaring headlines when he reports on a very few dollars. Our ministry is not ever without some headlines—never very serious—but we are often talking hundreds or a few thousand; now, when you talk in terms of hundreds of thousands and millions somehow or other, the shoe doesn't fit quite as well.

**Mr. Cooke:** I wanted to put it back in perspective because you made a statement in last year's estimates—I don't have the exact wording—that \$2 million is a lot of money. Sure it is a lot of money, but when you are talking about writing away a right to privacy for your income tax forms.

**Hon. Mr. Parrott:** Nobody is waiving that right.

**Mr. Cooke:** That is what the statement says; that you as a ministry have the right to have access to the files.

**Hon. Mr. Parrott:** Privacy; that means privacy.

**Mr. Cooke:** That's right, you are giving up that right of privacy.

**Hon. Mr. Parrott:** Yes.

**Mr. Cooke:** And for \$2 million, which represents an extremely small percentage, much less than one per cent. I think that is a pretty drastic step. I wonder whether it is really necessary and I wanted to voice that.

**Hon. Mr. Parrott:** You don't think that audit is necessary, is that your point?

**Mr. Cooke:** The signing away of the right to privacy.

**Mr. Kidd:** We have some recent figures on that, figures which we saw the other day, of last years' verification. I think we verified 25 per cent of the applications for income and there was over \$1 million, of which 70 per cent of that was attributable to erroneous parental income.

**Mr. Cooke:** But you are able to check that and find that out without this parental consent form?

**Mr. Kidd:** No, we write to the individuals and ask them for the forms; so we get it anyway.

**Mr. Cooke:** So the system as it was, up to the amount of money you talked about, the \$2 million, was working.

**Mr. Kidd:** In about 25 per cent of the cases.

**Mr. Chairman:** Mr. Cooke, the time really has expired.

**Mr. Sweeney:** Mr. Chairman, can I finish with a plea to the minister? Given the uncertainty of this whole business—

**Mr. Chairman:** Ten seconds.

**Mr. Sweeney:** I said and I'm still—thirty—you keep interrupting me.

Given the uncertainty about this whole business, could we have some assurance from you that your appeals board this coming fall will be more generous, more open, if they have the kind of money left over that you have had in previous years?

**Hon. Mr. Parrott:** I can guarantee that I believe the appeals procedure—and I will send you this under separate cover because of the time—will be more consistent; and I can assure you the amount of money allocated will be spent.

Vote 2704 agreed to.

**Mr. Chairman:** This completes, except for two hours, the estimates of the Ministry of Colleges and Universities.

The committee will sit tomorrow to consider the Mental Health Act.

The committee adjourned at 6:17 p.m.

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No. S-24

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities

**Second Session, 31st Parliament**

Tuesday, June 20, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, JUNE 20, 1978

The committee met at 3:50 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(concluded)

On vote 2703, colleges and adult education support program:

**Mr. Vice-Chairman:** We are dealing with one item today and at the outset I would like to say that my being in the chair is to accommodate Mr. Gaunt who has to be home because of some illness in the family, and so you will bear with me if I have any procedural problems.

My understanding is that we will deal with one topic and that could be classified generally as apprenticeship. We will attempt to divide the time equally between the two parties, and if it appears that an answer from the minister may be a little long in favour of one we will try to balance it off, but in essence we will give you equal time.

**Mr. Cooke:** I suggest, Mr. Chairman, that we go about it in maybe the same way we did in earlier estimates where we have two hours. If the minister is going to be making an opening statement we will deduct the time and divide the remaining time 50-50, and since Mr. Sweeney is the official opposition critic, he would then go first.

**Mr. Vice-Chairman:** We will begin with you, Mr. Minister. Do you have an opening statement?

**Hon. Mr. Parrott:** Well, not of any length, for sure; I guess I have two or three things. Very briefly, I appreciate the fact that we did put off this discussion on this particular vote until after both the statement by myself and the conference. I really do hope we can concentrate on the positive aspects—not necessarily of my announcement, but the positive aspects of what should be done and what can be done. Not to pre-empt any of the critical comments, I think if we could keep those to a minimum and maximize our efforts towards being positive and constructive it would be very well worthwhile. I suspect from what I have seen not only here in Ontario but at recent conferences—indeed, I had the pleasure this morning of briefing for a conference which, I guess, the Minister of Employment

and Immigration is sponsoring, along with External Affairs, in Paris in July—that what we are seeing is of worldwide interest, a worldwide problem; and the conditions here in Canada are very similar to many other places in the world. So we are not talking about a unique situation for Ontario, and I am sure many minds are working for solutions, not any of them particularly easy or obvious.

I think many of us know the details; the diagnosis is fairly easy, the prescription not so easy. So I am making, I guess, a plea for as much constructive criticism as it's possible to have. I hope that in itself was not an inflammatory statement. I am not making any accusations that the previous discussion wasn't that way, but I hope we could agree that it's a universal and very serious problem.

**Mr. Vice-Chairman:** We won't even construe that as antagonistic anticipation.

**Hon. Mr. Parrott:** Thank you.

**Mr. Vice-Chairman:** I will defer to Mr. Sweeney.

**Mr. Sweeney:** Well, let me start off by saying, Mr. Minister, that—

**Mr. Cooke:** Be nice now.

**Mr. Sweeney:** Oh, I have to, eh?

**Hon. Mr. Parrott:** That's your choice.

**Mr. Sweeney:** That's really going to cramp my style.

I would have to start off by saying, Mr. Minister, that when the suggestion was made that we put this off because there was some major new thrust to be announced, my anticipation was much higher than the reality happens to have turned out to be. I would have to suggest right off the bat that given the magnitude of the problem as it has been even more critically brought to our attention by the conference which you and several of your cabinet colleagues convened a couple of weeks ago; given that we now have an even greater awareness of the magnitude of the problem; and given the fact that some aspects of the problem have been known by you and predecessors and certainly by the government for an awful long time, what is being proposed really isn't very much. And, of course, there's the old cliché: it's a little bit late at the same time.



I am reminded of an expression I heard—and I can't remember the context in which I heard it—but it was something about "when you look at this problem, you are not quite sure whether to laugh or cry. You are too old to cry but it hurts too much to laugh." I am really doing an injustice to the context, I appreciate that, but that's really the impression someone gets.

Here we have a massive problem that is having massive consequences on our society—on our industrial society, on our human society, on our economic society—a problem whose outlines have been brought to our attention several times in the past, going back 15 years, as I mentioned in my opening statement of the original estimates; and there's not very much being done about it in that particular context. I would have to disagree with you, Mr. Minister, when you say that because it is a worldwide problem we should be somewhat easy on the Ontario scene or even the Canadian scene, and that maybe I should make that observation as well.

Hon. Mr. Parrott: Could I interject one thought on that, John, please?

Mr. Sweeney: Yes.

Hon. Mr. Parrott: OECD, I think, would say to you that Canada has spent a larger portion of its gross national product on this particular concern than any other country except Sweden.

[4:00]

Mr. Sweeney: I don't have those figures. I will accept them at face value if you have reason to believe that is the fact. The point I was going to make was that many of the problems we are facing here have both a federal as well as a provincial component. I am not naive enough not to recognize that fact.

I would quickly move in, however, to suggest that when we are talking of this specific issue of trades, training, apprenticeship, manpower training, adult education, that whole thing is clearly your area of responsibility. Despite the fact the federal government has shared the cost of this and has shared the concerns of it with respect to the impact on our economic situation, the training portion is clearly yours.

The other point I was going to make is that when we look at the way in which some other jurisdictions are dealing with this problem, we get the impression they have a better sense of what is going on. I seriously have to question sometimes whether the people here in Ontario who are supposed to be making decisions and taking roles of leader-

ship really have a full sense of what is going on.

I remember a couple of statistics coming out of the conference. One was that for every 10,000 workers in the work force, Germany had more than 500 apprentices. The United Kingdom had 200, 211, 220 or something like that, Ontario has 73. We want to look at that kind of reaction.

Another point came out of that conference about a number of industries operating in the province of Ontario. I believe International Harvester in Chatham was one that was specifically selected. I can only repeat this as second-hand information because I don't know it first-hand, but I recall it being mentioned. Whereas it has absolutely no apprenticeship training whatsoever in Ontario, that same company does have trades training and apprenticeship training in several European jurisdictions, simply because it is demanded of them in those particular jurisdictions. When we look at those kinds of things, we have to consider the fact that in other jurisdictions facing the same problems, they are looking at it in a much better way.

I would compliment both this minister and the Minister of Labour (B. Stephenson) who, I understand, were the joint movers of that conference, for the many things that did come out of it. One of the other things that clearly came out of it was the way in which the money is spent in these other jurisdictions. For example, you just mentioned Sweden. My understanding is that although Sweden and Canada spend approximately the same number of dollars when they have a serious unemployment situation, the distribution of those dollars is radically different. Compared to our jurisdictions here in Canada, Sweden spends a much higher percentage of it in training unemployed workers as opposed to just giving them money to sit at home and do nothing. I think we have to take a look at that.

We have another point that came out of the conference very clearly. When Japan has an economic downturn, it uses that opportunity to upgrade the skills of its workers, whereas here in Ontario, as I understand it, when we have an economic downturn the people being trained are the first ones to be let go. I appreciate that is not totally in your jurisdiction. There are contracts and union agreements involved, but all of these things surely need to be taken into consideration.

The point I am making with all of these observations is that other jurisdictions have shown they can deal with this particular problem. Granted it is a worldwide problem, they are dealing with this problem in a much

more innovative and productive way than we are.

The minister made the observation the last time around that Ontario can be very pleased with the fact it has something like 29,000 or 30,000 apprentices in place. One of the questions I want to put to the minister a bit later, which he might just take it as notice now, is how many of those apprentices actually ever finish? I have three or four different sources of information which give me three or four different numbers. I am not sure what the facts are.

As I read the Currie Coopers and Lybrand study, they make the observation very clearly that one of the reasons why the cost to industry is so tremendously high in apprenticeship training is the fairly high dropout rate. Maybe I could put one of your officials on record to please help me to understand appendix 13 in that report which deals specifically with this loss of experience during the training program.

The Ontario students' federation has made the observation—and I don't know what their source is and this is why I am putting the question to you—that upwards of 50 per cent of those people who get involved in apprenticeship training programs do not complete the programs. The only point I am making is that it really isn't enough to say we have 29,000 or 30,000 people in a trade apprenticeship program if the figures that I suggested to you—upwards of 50 per cent—don't finish it. That is not very meaningful.

One other point I would like to make at this particular time is to try to identify—at least as a concern of mine—that this particular issue of trade training, the need for skilled workers, for apprenticeship, must very carefully not be identified with a much wider problem, and that, of course, is the problem of unemployment.

I think the Minister of Labour made the point very clearly in September 1977 that at that particular point in time, when there were 282,000 unemployed in the province of Ontario, there were only 4,400 skilled vacancies that had been open for at least a month. And the source for that is the Canadian Statistical Review. The only point I want to make is that we have to be very careful when we look at this need for skilled training, this need to upgrade the whole process, that we don't fly the kite out there with the public that this is going to solve the major unemployment problem. I am not suggesting you are saying that; I just think it is important that we put that factor on the record; and it was one that I thought was brought out by a number of people at that particular

conference. As a matter of fact, the statement that the Honourable John Rhodes made highlighted that factor in several different ways. He says what we are talking about is the quality of the skilled workers; we are not looking at massive numbers of these skilled workers.

That brings me to a second question: It seemed to me from remarks you had made earlier, and remarks that were made by several of the ministers—by the Premier (Mr. Davis) himself, by Mr. McKeough, by the Minister of Labour—that it is very difficult to try to predict with any degree of accuracy what your job openings are going to be. Yet it seems to me that if we don't find some way of doing that with a fair degree of accuracy—and I appreciate that it can never be totally accurate—then this whole push to train more and more young people with respect to specific skills, could end up creating the same kinds of problems we now have with respect to such groups as nurses and teachers. The last figure we talked about at the opening of the estimates was that something like only one-quarter of the nurses being trained are getting jobs in Ontario; and the last figure I saw was less than half of the teacher graduates in Ontario, in the last couple of years, were getting jobs teaching in Ontario.

I guess, really, the caution flag I am sending up at this point in time is that we have to be awfully darn careful that we don't encourage thousands of young people—and you used the figure thousands in your own statement; I'm not quite sure how many thousands you are talking about—to get into trades training or high-skill programs, and then three or four years down the road we find out there is no work for them either. I think we have a responsibility here to be much more careful in identifying just what those openings are going to be.

I note in the background paper to the conference, Mr. Minister—and I have to assume, given the address that is on this, that it came from the Ministry of Labour—the observation is made on page 31, with respect to the difficulty of doing job projections, that in spite of these limitations a great deal of labour market information can be generated that will be of assistance in making these decisions. I would have to underline the point that even though it's difficult, even though several ministers of the government indicated it's difficult, we can't allow that to dissuade us from doing the very best job we possibly can on that kind of prediction.

The other observation I have to make, Mr. Minister—and once again I'm going back



to the conference; two or three people raised this—if we don't develop in this province, if we don't develop in this country—here's where both the federal and provincial jurisdictions have to come about—a much more defined, a much more specific industrial strategy, then it's going to be almost impossible to develop a manpower strategy. How are we ever going to come to any decisions as to what our manpower needs are if we haven't, first of all, come to some kind of a much clearer decision than what we have now as to what our industrial needs are?

I think that a number have spoken many times on this particular point and we're dealing here primarily—not exclusively, but primarily—with the industrial sector. In my judgement, there just is not a clear enough statement from either level of government. To the extent that your level of government can do it, to the extent that they can co-operate with the federal government and, perhaps, other provincial jurisdictions, we must come up with a clear statement of where our industrial strategy is going. Otherwise, I honestly don't think that you're going to be able to come up with any clear decisions as to where our manpower strategy should be going.

I want to speak directly on the statement you made in the Legislature: this new thrust, as you referred to it.

First of all, let me say that there is nothing in the new thrust that I cannot support. It is a positive step forward. Let me put that clearly on the record.

I have two reservations. The very first one is—and, of course, I realize that I'm repeating myself—why did it take so long? There isn't anything in there that shouldn't have been done quite a long time ago. As a matter of fact, take the very first one with respect to certification of machinists: I had to chuckle a little under my breath, and I'm sure that the minister felt a tinge of embarrassment, if I may say that, when one of the members on the panel on which you were on at the conference, turned to you at that particular point and said: "Mr. Minister, in 1955 the machinists of Ontario asked that this be done." Here we're talking 23 years later.

Mr. T. P. Reid: That's not bad for them.

Mr. Sweeney: Come on! I find it very difficult to understand. You make the observation that this is something that you've been working on for some time. I find it very difficult to be persuaded that it took you 23 years to work this one out. So let's put it at that. The step forward is a valuable one. I'm glad to see it. But, boy, it took an awful long time.

The second point in your statement deals with a better liaison between secondary schools and the post-secondary section, of yourself and the whole trades training process. I would have to make one observation there, again. I support it. As a matter of fact, I have made the observation to you both publicly and privately that, quite frankly, one of the biggest mistakes we've made in this province, in this jurisdiction, is having much of our trades training begin after our students leave secondary schools.

I can't remember the source but someone—again, at the conference—made the observation, or one of the documents presented it, that only one in 15 of the people who are presently in an apprenticeship program in the province of Ontario went there directly from secondary school; only one in 15. Maybe one of your officials can find that source. I'm going from memory. The point clearly is that there's a tremendous lack of liaison between the secondary school and any kind of trade training or apprenticeship program at the present time. So, therefore, any step in that direction is a valuable one.

The point I have discussed with you and very strongly believe is that if we don't make some provision for young people to get involved in a trade-training program at about age 16, or at about the completion of their grade 10 program, then we're going to continue to have problems, because one of the things the people in industry tell me is that when they get people who are 19 and 20 it is just too late. It is too late from the point of view of their being open and willing to learn. It's too late from the point of view of the kind of money they feel they have to have to carry on the lifestyle they want to have at that particular point in time.

[4:15]

It's also—and this is in one of your documents too—much more expensive because what it means is that those first two years, which are surely the most expensive of all for industry itself, are the ones they simply can't cope with. If it were done at the secondary school level, obviously those particular costs—as a matter of fact, I noticed that in your own statement—would free up some of the expensive equipment and personnel that would be needed.

It is a good step forward, but I have to raise a flag of caution immediately. Based again upon what I heard at the conference and what I have heard from going through the schools and talking to the students, at the present time both the quality and the quantity of the counselling services available to



our students at the secondary school level with respect to this issue are totally inadequate. If we are really going to make students aware of the fact that they could get involved in a trades training program at the age of 16 or at the end of grade 10, then that information must begin to be available to them no later than grades seven and eight. You can't even wait until they get into the secondary school.

In my experience there are relatively few school jurisdictions in this province that have any kind of counselling services at all, never mind good counselling services, for grade seven and eight students. The second point I would make is that there are relatively few school jurisdictions where the counsellors are really knowledgeable about the economic work place we are talking about in this particular case. They are very knowledgeable about the professions, about what the community colleges offer and about what the universities offer, but when it comes to trades training there are not very many high school counsellors who have very much knowledge in this area.

I have to take this on second hand—and the minister can respond in any way he likes—but I also get the impression that there are many of them who see it very much as a second-class occupation, as opposed to holding it in the high regard that we would like our students to consider it. That relates to a point that you yourself have indicated on numerous occasions that concerns you greatly, namely, the whole attitude—the attitude of the students, the attitude of their parents and the attitude of our society about young people getting into trades training programs.

I would make a third point with respect to counsellors. If there is truly going to be a good liaison between you and the Minister of Education (Mr. Wells), I would have to remind you that the average secondary school counsellor in this province is responsible for something like 300 students. It doesn't take any kind of an expert in the field to appreciate that they can't do a very adequate job with that kind of a load. If the Minister of Education is serious about co-operating with you in this particular area, then he is most certainly going to have to do something about the whole counselling process, beginning in grade seven. He is going to have to have more counsellors there. He is going to have to have much more skilled counsellors there in terms of their background. He is going to have to provide incentives and motivations for the grades seven and eight level to have counsellors available to them.

I would like to be very sure that this is on the record. I am not suggesting that we

go on any bandwagon of trying to talk students into going into trades training or of any kind of streaming process. All I'm saying is that if we want young people to consider this as a very valid alternative form of career planning, career action and career aspirations, then we must have this kind of counselling service available to them.

Coming back to your own concern about the attitude, we certainly must get across the idea that a person who goes into a skilled trade area has all kinds of opportunities to upgrade himself for eventual supervisory positions, for getting into his own business and for being an entrepreneur, which is something in my judgement that is sadly lacking in this jurisdiction and, I would suggest, perhaps in the whole country, though I'm not aware of some of the other provincial jurisdictions.

We must get across the fact that it can be a most satisfying type of life. I quoted once before a study done by Professor Paul Blackmore at Wilfrid Laurier University, indicating that even from the economic point of view that the lifetime earnings of some of our skilled tradesmen in this province right now exceed the lifetime earnings—when you take all factors into consideration—of some of our professional people. I think our students must be made aware of all this kind of information.

The third point that you bring up in your new thrust is the employer sponsored training program. Once again, this is a good move. I support it. I particularly support the idea that you want the local community to be involved in making some of the decisions. If I understand correctly what you are saying, you are going to go to the modular approach, whereby we accept different levels of proficiency and the self-pacing of the students. I think that's an excellent idea. As a matter of fact, I recently saw a statement by the Canadian Manufacturers Association heartily endorsing that approach. While they had some serious reservations about the present apprenticeship program in this province, they seemed to endorse that approach.

There are a couple of things that concern me however: In earlier news reports, I got the impression—once again, it's second-hand information—that part of your package was going to be some provision for people involved in this kind of program to be—how shall I say it?—"looked after" when there was an economic downturn in their particular segment of the economy. I got the impression that there was going to be some assistance to help them to move to some other industry, or

to help them shift back into the community college and get upgrading there.

I felt that was an excellent part of the whole approach. I wish the minister would speak to it because there is nothing in your statement that would indicate that will be part of it. I am not sure where reporters who described that as part of it got their information, but it's not in your statement. I can't remember anyone at the conference bringing this point up, yet I think it's a very important part of it. Surely one of the difficulties both with industry and with the trainees themselves is the economic uncertainty and instability at particular points in time.

One of the reasons I suspect that trainees won't go into it and why certain companies won't start the program is because of this uncertainty. If you already have a component like that, I would be delighted to hear you say it. I am only bringing it up because I don't see any evidence that you have it. I would like some response to that point.

One of the issues that has been brought up a number of times is the whole financing of this. I know your standard answer is, "What difference does it make who pays for it as long as it's done?" I think it does make a difference, from the point of view of real commitment to this whole process.

I have to review a point I made with you earlier. I didn't hear it contradicted at later reactions so I am assuming you must accept it. That is, it has been estimated that in the past year something like \$611 million has been spent on trades training in this province. Of that, \$500 million was spent by industry; \$102 million by the federal government and only \$9 million by the provincial government. That of course, means actual provincial dollars—I am not talking of transfer funds. If that is wrong, I would like to hear it corrected.

The second observation I would make relates to a point brought up at the conference. It is that of something in excess of \$1 billion being spent in your ministry in all adult education, in all post-secondary education, only \$14 million—a very small figure—is directed directly towards trades training and apprenticeship. Once again, even part of that has to be federal money, if the first set of figures is correct. That definitely does concern me.

I would also want to draw your attention to page 103 in your own estimates background paper. I think this highlights the financial concern I am trying to express. I am looking now at the third paragraph there which begins with the word "currently." I would like to draw your attention to the

second sentence of that paragraph which I will read:

"While our negotiations with the federal government have been particularly successful for training purposes for 1978-79, the terms of the agreement and the amount of funds"—and this is the critical statement—"do not permit us to extend training in industry programs to accommodate all the province's needs."

Mr. Minister, I'm sure there are many possible interpretations of that sentence. The one I have to put on it is that your ministry recognizes there are many training-in-industry needs in this province to be met. The needs are there; you recognize those needs. But in the earlier part of the sentence you say that since the federal government is not prepared to give you the money to meet those needs, you can't do it. This is why I have to bring up the importance of the question that there seems to be so little commitment on the part of this government to invest its own money in it.

I would have to refer the minister back to what is, in my judgement, an absolutely disastrous statement of the Treasurer (Mr. McKeough) in his budget of this year. I'm looking at page four of that—I'm sure the minister will recognize it right away—where he talks about the need to provide more employment opportunities in the province. Yet the Treasurer is saying that the government is not going to do anything about that because—and here's the key sentence—"nearly all of the budget dividends arising from the resulting job creation flow to federal coffers in the form of savings on unemployment insurance."

That just boggles the mind, really. Once again, even the Treasurer—

**Mr. T. P. Reid:** Totally irresponsible.

**Mr. Sweeney:** I'm sure the Premier of the province and the whole cabinet must have accepted the premise behind that, they're saying, "We recognize that things need to be done in this province, but since no budgetary benefits are going to accrue to us, since they will accrue primarily to the federal government, then let them do it."

**Mr. T. P. Reid:** That's untrue too.

**Mr. Sweeney:** You recognize the need, yet you're not going to do anything about it.

There is another statement in the budget with respect to the tremendous need for research and development in this province. If we're going to talk seriously about trades training and skills training and high technology, then surely one of the fundamental aspects has to be more money put into re-



search and development. How many times was that message echoed at that conference, Mr. Minister? Half a dozen, a dozen times? You know it as well as I do.

Yet what does the Treasurer, I'm sure with the cabinet's support, say in the budget? "We believe that upwards of \$100 million should be spent on this, but if the federal government is not going to get involved, then we're not going to get involved." I'm looking at page nine. That's a literal translation of it, but that's clearly what it says.

That's why I think it's so very important—when we look at these areas and note the direct monetary involvement of the provincial government. As I look at your background statement, Mr. Minister, there are about five statements where it says over and over again "federal money," "federal money," "federal money." I'm not denying the need for the federal government to make a contribution there. It just seems to me the requirement for a contribution is so overwhelmingly on the back of the federal government and in such a minuscule fashion on the back of the provincial government.

I'm looking again at page 103 of your background statement—at the very first paragraph there. You are talking about this training-in-industry business. In 1973, your predecessor's budget had \$1.25 million in provincial money for that. This year it is \$60,000. You go on to say it's because the federal government has moved more and more into this field. In other words, "They've given us more and more money and therefore, by golly, we're pulling out."

I think it's tremendously important that we look at this whole funding business. I see over and over again the point being made that the need is here, the need is recognized, the need is clearly stated, and yet if the federal government doesn't come across with the money that need won't be met. That's the message that's being projected. Whether you intend it to be or not, I don't know; but that's clearly the message that's being projected.

[4:30]

I have a couple of questions I would like to place to the minister right now, and maybe he could give me some reaction before I go on and make some observations with respect to some of the things I think we should be doing. The first one I've already placed: How many apprentices do complete the program?

Dr. Parr: Do you have those statistics with you, Mr. Davy?

Mr. Sweeney: I would repeat at this time what I said at the beginning, that I'm asking the question because the information I have is all second hand.

Hon. Mr. Parrott: I think we do have that information fairly up to date.

Mr. Davy: The success rate of the apprenticeship program over the past 10 years is two thirds—66% per cent.

Mr. Sweeney: Complete the program?

Mr. T. P. Reid: That doesn't square with the Coopers and Lybrand study.

Mr. Davy: The Coopers and Lybrand study related only to the metal-cutting trades. The metal-cutting trades is a special group in itself, because we did not have regulations for the trade. It's only now that the regulations are available.

Mr. T. P. Reid: Can you break that down for us by trades?

Mr. Davy: It's the general machinists, the tool and die makers and the mould makers.

Mr. T. P. Reid: I mean all the others. You're saying the 29 per cent doesn't carry over into other trades you have apprentice programs for.

Dr. Parr: Do you have a trade by trade breakdown of the success rate?

Mr. Davy: No, I'm sorry. I couldn't give you the actual breakdown by trade as to the dropout, but I could obtain that information.

Mr. Vice-Chairman: Mr. Reid, the member for Rainy River, was the person questioning you. Would you be able to provide that information for him?

Mr. Davy: Yes, I would.

Mr. Vice-Chairman: Are there any further questions?

Mr. Sweeney: Yes. I have a number of questions.

Mr. Vice-Chairman: Do you wish Mr. Davy to stay here?

Mr. Sweeney: I don't think it specifically relates to that kind of statistical question. Before you leave, Mr. Davy, would it be true the bulk of that would be construction apprentices?

Mr. Davy: No. It would be fairly evenly divided between motor vehicle repair trades, construction and service trades.

Mr. Sweeney: It's about a third split in each case? I'm just looking for round figures. I don't need specific details.

Mr. Davy: Construction and motive power would be fairly equally divided, and service would be only a fifth of the other two.



**Mr. Sweeney:** So about 40, 40 and 20 roughly?

**Mr. Davy:** That's right.

**Mr. Sweeney:** Okay. And in each of those general areas, your understanding is there's about a two-thirds completion rate?

**Mr. Davy:** The overall is two thirds completion.

**Mr. Sweeney:** Okay. I'm perhaps repeating the question of my colleague, but you don't have the breakdown figures?

**Mr. Davy:** No, I would like to add though, if I may—

**Mr. Sweeney:** Do you have a sense of this? Do you have an experiential sense of what that is?

**Mr. Davy:** No, I—

**Mr. Vice-Chairman:** I think, Mr. Davy, you did indicate that you would get the information and provide it.

**Mr. Davy:** I will provide information, yes.

**Mr. Vice-Chairman:** To all members of the committee?

**Mr. Davy:** Yes.

**Mr. Vice-Chairman:** Thank you.

**Mr. Sweeney:** You really couldn't give me an educated guess, and I won't pin you down any further than that, if any one of those three areas tends to have a significantly higher or lower completion or non-completion rate than the others?

**Mr. Davy:** No, I couldn't. As a matter of fact it varies from year to year, depending on the economic conditions and the amount of work in the particular trade areas.

**Mr. Sweeney:** Yes, my colleague wants to pick it up.

**Mr. T. P. Reid:** Mr. Davy, do you have any breakdown by geographical area? Is there a higher incidence of dropouts from apprenticeship programs in northern Ontario as opposed to eastern Ontario, as opposed to southern Ontario? Do you have any feeling for that?

**Mr. Davy:** No, I don't have a feel for it at the moment, but I can certainly get that information for you as well.

**Mr. Vice-Chairman:** Thank you, Mr. Davy.

**Mr. Reid:** are there any further questions from you? Okay, Mr. Sweeney.

**Mr. Sweeney:** May I move into a second area that I alluded to earlier in my comments? Given the remarks by people like the Honourable John Rhodes about a limited market for skilled tradesmen; and given the remarks of the Honourable Bette Stephenson, also about a limited market, what criteria will the

minister use to determine the number of people who move into this field? Is it going to be wide open to all comers? Are you going to have some kind of restrictions, and what are you going to base them on? Do you have any kind of a plan at this point in time?

**Hon. Mr. Parrott:** Which one are you talking about, the employer-sponsored training?

**Mr. Sweeney:** That might be a way to start it; but I am concerned about all of the efforts you say through your statement you are making. You are talking about many thousands—if I can use your own words; I am sure you know what you said.

**Hon. Mr. Parrott:** But you are not worried about oversupply at the moment, are you?

**Mr. Sweeney:** If it were dramatic oversupply; in other words, if it were an oversupply somewhat similar to what is happening in the two professions I referred to earlier—in one case about a 70 per cent oversupply and about a 50 per cent oversupply in the other on the most recent statistics—then I would be concerned about that. I think we could get ourselves into the same kind of fix by indicating to people who are going into trades training that there is some hope at the end of the tunnel. Then, when we get there, if we ended up with 50 per cent oversupply, I would say there needs to be some consideration and planning done in that area.

Are you prepared to tell me that it doesn't worry you, and that as far as you are concerned the gates are open and all comers will be accepted, regardless of any perceived need? I am not even sure from remarks you and your colleagues made earlier whether you have any sense of what the perceived need is. I am trying to get a fix on it. How are you going to deal with the situation?

**Hon. Mr. Parrott:** I want Mr. Adams to address most of that in reply. But two things I would like to make sure for the record: You indicated it was primarily those of us in government who talked about the difficulty of forecasting; I think I recall at that particular meeting that someone from the audience, not in government, said, "The one thing certain about job forecasting is that you are doomed to failure; that's the only thing for certain." You go from there.

I think that by and large everyone at that conference agreed, without exception, that job forecasting was perhaps the most hazardous business in the world today.

**Mr. T. P. Reid:** Not if you read the Treasurer's budget; he's been wrong more often than you are.

**Hon. Mr. Parrott:** We are talking about specific job opportunities, not numbers. It's quite a different situation. I think the Treasurer always talks in terms of numbers; we were talking here about specific job opportunities forecasting.

**Mr. T. P. Reid:** But, Mr. Minister, if I could pick up on Mr. Sweeney's point made earlier. Obviously any kind of forecasting in this day and age is extremely difficult, but if we had a national industrial policy and a provincial industrial policy to mesh with, and the programs and policies and the directives to go with that kind of a program, then you would have a better idea of the needs you are going to have in the ensuing years; rather than this sort of hit and miss dependence on whether a businessman decides whether or not he is going to open a plant or close a plant, or what's going on. And the basis of our branch-plant economy, which is at the mercy of people outside of the province and Canada. If we had some kind of industrial thrust we at least would have some idea as to which areas we were going to be specializing in the future. You probably can't forecast more than 10 years at the best anyway, but at least you would have some idea.

**Hon. Mr. Parrott:** I would caution you on that. Probably the illustration that has been held up to us in recent years as the best country to look at for an employment strategy is West Germany. And what do we see in effect today? Not only did they have that great pool of visiting workers—or whatever the proper term is; but you know whereof I speak—not only is that pool of necessity now being told they are not needed, but there is half a million unemployed youths on the streets in Germany. Here is a nation that has been for a very considerable period of time held up as the model for the world to follow, now in the same kind of problem as we are.

**Mr. T. P. Reid:** It's not going to solve all the problems, obviously.

**Hon. Mr. Parrott:** Industrial strategy is something we would all like, but we have to be in the international market on this. We find we are up against those nations with identical problems to ourselves. It will not be easy just to identify easy areas to alleviate the particular problem. However, having said that, I think Mr. Adams wants to comment further.

**Mr. Vice-Chairman:** Mr. Adams, could I interrupt for a moment? We have agreed that the time would be split evenly. We have 15 minutes left for the first hour. I

would make the Liberal members aware of that because at 4:55 we will entertain questions from the third party.

**Mr. Adams:** In reply to Mr. Sweeney's question as to how we would propose to attune the supply of skilled tradesmen to the demand for skilled tradesmen, particularly with regard to the new thrust as I interpret it, first of all, it is important to differentiate among the skilled trades situations. As we have already mentioned, we approach it as four sectors: construction, automotive, service and manufacturing.

We have no problem in the construction sector thanks to tripartite arrangements, whether formal or informal. The supply is kept pretty closely attuned to the demand. There is no shortage whatsoever. The same can be said of the automotive sector, I think because of the traditional attraction that industry has had for a lot of young people, particularly young males.

The service sector is not a problem but in the manufacturing sector we have an acute shortage. When you consider that Ontario produces 51 per cent of the manufacturing output of the country and employs 48 per cent of the industrial work force, and when you appreciate that we only have 5,300 apprentices registered in skilled trades in the manufacturing sector, it can be seen that we have a severe shortfall there. Then again, when you consider the age profile of the skilled tradesman in the manufacturing sector, which is essentially geared heavily towards an aging population nearing retirement, it is a fact that we are going to have an increasing shortage of skilled tradesmen in that sector for some apparent time.

We feel at this point we are trying to mount a supply to meet a growing problem, but we would be the first to agree that supply and demand have to be tempered. The essence of the new thrust is that it would be directed or in response to, if you will, a community industrial training committee. We feel that is the essence. When we bring together the concerned employers in a community, the educators, union representatives and other interested bodies, such as governments, we feel that these people, who are close to what the employment opportunities might be and close to what the longer-range prospects are, will give us the very best picture of the kinds of training that should be mounted.

I was very encouraged to hear the remarks of Dr. Stefan Dupré when he wound up the conference a couple of weeks ago. He came out in very strong endorsement of



all of us going back to the community. He feels that is where you get the closest response to what the situation is and the shortest reaction time. In effect, that is the essence of how we propose to approach this. In all the major communities in Ontario we hope to see such a committee that would really be dictating, as it were, or calling for the kinds and quantities of training that are needed. That is the mechanism to which we hope to keep closely attuned.

In addition, we should point out that the Ontario manpower co-ordinating committee has established a labour intelligence group with staff donated by all the concerned ministries in the government rather than newly hired people. These are people who were seconded and transferred to this new unit to try to provide an overall province-wide monitoring of the employment situation. It will also supplement the information which we will be getting from the local communities. That will be the monitoring technique.

**Hon. Mr. Parrott:** Following along that line, I am wondering, Mr. Adams, if you would answer one question from Mr. Sweeney relative to the economic uncertainty of trainees and what the community-centred project will do in this regard. I think it's a very valuable part of the new initiative.

[4:45]

**Mr. Adams:** Right. As Mr. Sweeney pointed out, one of the disincentives of the existing apprenticeship system has been the uncertainty or the risk that a person takes when committing to that particular mode of career education.

Philosophically, in the ministry we have regarded apprenticeship training as an equal alternative to the other two modes of career education, whether it be college or university. Yet we have had this conundrum that when a person elects to go the apprenticeship route there's a certain risk involved in that because they are at the mercies of the economic situation; if the firm is in a downturn, it may well be that the apprentice is one of the first out the door and bumped out of training.

In our other post-secondary forms of education, if a course is going to be wound up or merged with another course, for instance, one of the very first things we do, whether it be at university or college, is issue some assurance to all students who are at mid-stream that they will be seen through to the end of their education. We feel that this same assurance should be available to people who elect to go into skill trades training.

As a result, we see as one of the characteristics, that must be reflected in whatever local arrangements are developed from community to community—one that we're very firm on—that there must be an assurance that the individual who elects to go this route can be seen through to his desired goal, assuming that he's able to handle the work and demonstrates he can handle it. This means it behoves either the committee or the government to make every effort to replace somebody who might be dislocated from a training position. We would go so far as to say, if nothing else can be found, that we may have to go to a simulated work situation in order to honour our commitment to that individual and to continue to train him through to the logical conclusion.

**Mr. Sweeney:** Before we leave that particular point. I want to be sure I understand Mr. Adams. Mr. Adams, are you saying this is something you think you should do or this is something that is—I guess that was my question. Is it built into the program, or is it something we're going to do by guess and by golly, maybe we will and maybe we won't?

**Mr. Vice-Chairman:** Mr. Adams, would you like to answer that, or will the minister answer?

**Mr. Adams:** We feel very keenly that this is a fundamental characteristic of the program. It's not one that we're flexible on. We feel that if this new mode is to be attractive to young people, it ought to have that certainty to it.

**Mr. Sweeney:** I'm watching the clock, Mr. Chairman. If I followed the answers of both the minister and Mr. Adams, basically my interpretation is going to be we're going to rely very heavily on the local communities to make the decision as to what the need is and to follow through with it. Can I just ask you to comment on a statement?

A survey conducted by the Ontario Economic Council of a cross-section of Ontario business was asked to list the five main factors that would affect their level of investment in Canada over the next five years. Apparently, 87 per cent of the respondents did not even mention skilled workers and no company listed it any higher than third.

**Mr. T. P. Reid:** They're not in northern Ontario, obviously.

**Mr. Sweeney:** What I'm trying to get at—let me put it in another context. Both in 1963 and in 1973, 10 years apart, the Canadian Manufacturers Association expressed its grave reservations—and I have a copy of a statement issued in late 1977 where the



Canadian Manufacturers Association expressed its grave concerns about the whole trade training apprenticeship program.

Given those kinds of backgrounds, Mr. Adams, is the government really convinced, is the government perhaps placing too many eggs in that basket, in thinking that the manufacturing sector by itself can be relied upon to take the wider view as opposed to the narrower view of today that tomorrow will have to look after itself?

It just seems to be evidence from too many sources, Mr. Minister, that may not be totally reliable.

**Hon. Mr. Parrott:** There are two answers on that. Mr. Adams is going to give one and I would like to have a word on it. I think that is a very integral part of the second portion of the statement; that is, we are going to be very aggressive in selling the program to industry. They must recognize the problem and it is perhaps our job to have a pretty forceful approach at selling that to the industries.

**Mr. Adams:** First, Mr. Sweeney, you should keep in mind that this is the introductory year. What we are striving to have up and going, of course—and training is to commence next fall—is a number of pilot projects and it tests out to concept.

If it should be that employers really are not interested in supporting this new thing, then we can come to only one conclusion: it is not the right solution. But this is, as I say, an introductory or testing year.

Let me just hasten to add that since the minister's announcement of two weeks ago we have been very busy indeed responding to all sorts of initiatives from around the province, from individuals but more particularly from concerned groups, local groups, chambers of commerce and these sorts of things.

Several of my senior staff have been very busy going around responding to these. Our problem is not a lack of interest, but one of trying to be selective over the next several months to mount the right projects in the right communities and not to get over-extended during this introductory year, because over-extending our own resources and our ability to support has its own problems. All indications are now is that it's indeed an idea whose time has come.

**Hon. Mr. Parrott:** I know your community and my community have both indicated strong interest, so at least we have the two most important areas of the province involved.

**Mr. T. P. Reid:** I would just like to ask, Mr. Adams, when you were referring to the

fact that you were going to provide some kind of program to ensure, as much as you could, someone starting an apprenticeship program would be able to finish it despite the economic downturns, were you referring to all apprenticeship programs or just the metal trades?

**Mr. Adams:** In this case I was referring to specifically the new training initiative where we are developing the new concepts.

**Mr. T. P. Reid:** I have a parochial thing that I hate to take the time with but I think it is ironic and shows just how vulnerable we all are. It is parochial and I want to raise it, concerning my riding of Rainy River. I am informed, and this has been confirmed, that your office in Kenora that handles the exams that are written by the various apprentices in various trades, has a budget of about only \$50 petty cash a month for mailing purposes.

I gather the exams are mailed from Fort Frances by the people in Atikokan to Kenora, and then they in turn are shipped by registered mail to Thunder Bay or Toronto for marking. There is no postal meter in the office, and so what happens is that when this \$50 petty cash for stamps is used up the exams sit there and are not forwarded, sometimes for up to a month or two months, and the men who are taking these programs are told that it may be three months before their exam gets back.

It seems ironic, in view of the scope of this thing, that this program should be broken down for want of a postal meter in an office.

**Mr. Vice-Chairman:** I understand Mr. Constable has an answer for the question. Would you take the microphone, Mr. Constable?

**Mr. Constable:** Mr. Reid, it is true that the office has a petty cash account of \$50 for postage but this is a rolling sort of thing and the minute a few dollars are used up, of course, they are replaced. There is no problem whatsoever in transmitting examinations back and forth. We are currently using both the mail and courier service to get examinations from the area office in Thunder Bay to the Kenora area.

**Mr. T. P. Reid:** I am informed of this by a number of constituents who were informed of this via the Ministry of Colleges and Universities, and I've checked it through and they are apparently going to get a postal meter.

**Hon. Mr. Parrott:** From whom did they get that information?

**Mr. T. P. Reid:** They say, first of all, "We've been in touch with somebody in Kenora and then Mr. Steve Kranyak, super-

visor in Thunder Bay. He cannot provide a postal meter. Mr. Kranyak's immediate supervisor, Mr. Gibson's manager, E. E. Thomas in Sault Ste. Marie," and it goes on and on. "We spoke to Mr. Cupido and a request for a postal meter for the Kenora office has been made. However, whether it will go through or not is not certain."

**Mr. Sweeney:** I suspect it will go through now.

**Mr. T. P. Reid:** I have some faith in the minister and his staff and I will leave that with Mr. Constable and I would hope that I can get a guarantee, Mr. Minister, that in fact these examinations or tests that are done by the people taking the apprenticeship course in northwestern Ontario will be looked after promptly and that the—

**Mr. Bounsall:** Mr. Reid will even deliver them for you.

**Mr. T. P. Reid:** I would be prepared to do that if necessary.

**Hon. Mr. Parrott:** The member for Rainy River will make extraordinary efforts.

**Mr. T. P. Reid:** Thank you very much.

**Mr. Vice-Chairman:** Gentlemen, the time has come for us to switch over to Mr. Cooke. Would you please direct your questions now, Mr. Cooke?

**Mr. Cooke:** Mr. Chairman, I have a very brief opening statement and then Mr. Bounsall and I will be sharing our time. In my opening statement I have a number of questions which I have prepared on a separate sheet and I will file it with the minister so that he may have them with him. My opening statement will be very brief because we would like to spend the time asking questions about the minister's statement.

Before I get into my opening statement, I want to say that I don't want to dwell a terrible amount of time on what has happened in the past and the problems we are now facing. I think what we have to look at is the program the minister has presented to us in his statement and see whether we feel that will, in fact, provide the answers to the problem, so I will just read my short opening statement.

Mr. Chairman, before I get into the actual topic of today's discussion, I would like to say that I really feel that these two hours we deferred a few weeks ago until now, more properly should have been handled during the Colleges and Universities estimates. I originally agreed to this arrangement only because I was led to believe the minister's statement was to be a major one that was still in the process of being developed when

the estimates were on. After hearing the statement, I must say that there was no reason why the statement couldn't have been made before the estimates or during them.

**Hon. Mr. Parrott:** We are still in estimates. I have to make that point.

**Mr. Cooke:** Well, when we started the estimates. I think you know what I mean. The process that was used by the minister short-circuited the committee process and unless there's a very logical reason for it happening, I am not happy with the process at all.

**Hon. Mr. Parrott:** I have to challenge that. I am sorry, but we are still in estimates committee. There's nothing short-circuited here. I think the two hours were set aside so that we would be sure at least two hours were put aside. It wasn't a matter of short-circuiting anything. We could have had more if it had been your wish. I just didn't want to see it short-circuited so that it got no time.

**Mr. Cooke:** Mr. Chairman, maybe the minister doesn't understand what I am saying. What I am saying is that we were led, as I agree, with the Liberal critic—

**Hon. Mr. Parrott:** I understand you are taking a shot at the statement—

**Mr. Cooke:** May I finish please?

**Hon. Mr. Parrott:** I am sorry.

**Mr. Cooke:** We were led to believe there was going to be a major statement in the Legislature regarding this problem and I am not sure that this was a major statement. I think it could have been done before the regular set of estimates, so the 12 hours could have been done all at once rather than deferring two hours until after this so-called major statement.

As a result of this process, the process used by the minister, this committee has had to set the rules of the House aside and this social development committee has had to sit—

**Hon. Mr. Parrott:** It's not so.

**Mr. Cooke:** —while there's social development legislation in front of the House. I was very unhappy with this process of this committee meeting while Mr. Norton's bills are being discussed in the House and that's why I raise it today, Mr. Chairman. I have raised it with our House leader and I will raise it with the chairman of the committee when he returns.

Regarding the statement the minister made on June 6, I will make a few opening remarks and then I hope we can get into a lengthy discussion on it. As we will all agree, there's an acute shortage of skilled labour in particular segments of industry. My party and my leader have spoken about and questioned



the minister on this subject several times. We were very pleased indeed when we learned that the government agreed there was a problem and that a major program would be announced on June 6.

[5:00]

As I understand it, since 1962, when a select committee of the Legislature was established to examine the role of government, industry and labour in apprenticeship, the government has recognized that there was a serious problem with the system. Some of the recommendations of this committee were acted on while other major recommendations were ignored. The report expressed concern over lack of participation by employers in apprenticeship programs and recommended three corrective measures: the first is reinstitution of an assessment scheme. This refers to a levy system that existed back in 1929. The scheme involved a levy of one eighth of one per cent of an employer's payroll and this fund was used to pay apprentices a living allowance for the duration of their apprenticeship. This assessment was suspended in 1931, I believe, because it was thought to be a hardship for employers during the Depression.

The second recommendation of that committee was that the government should refuse to contract with employers who were in a position to employ apprentices and did not.

The third recommendation was to establish a minimum ratio of apprentices to journeymen.

Since this committee reported, CAATs have been established and various other steps have been taken by government, but nothing has really solved the problem. In fact, over the years the trend has been to move training away from industry and into publicly-supported schools and colleges. This, I believe, is part of the reason why the responsibility for apprenticeship has changed from Labour to Colleges and Universities.

**Mr. Vice-Chairman:** Excuse me, Mr. Cooke. Could you identify that committee?

**Mr. Cooke:** It was the select committee set up in 1962. I don't have the exact name of the committee in front of me.

**Mr. Sweeney:** Simonett.

**Mr. Cooke:** Now the government is seeking to reverse the trend and is also attempting to supply industry in Ontario with skilled people who up to this point have had to be imported from other countries. It seems to me that the whole problem points very clearly to a lack of a clear relationship between the post-secondary school system and the needs of our economy. It also points out

a very obvious need for economic planning or the development of an industrial strategy.

With respect to the minister's statement of June 6, I have some concerns and some questions, although basically I agree with the thrust. First, it was not clear where the \$8 million was coming from. Is it true that the federal money is money which at present goes to the community colleges for manpower retraining? If this is true, where will the cut-backs occur and how many community college jobs will be lost to fund the new program?

The shortage of skilled tradesmen in metal machining has been noted. Accordingly, the government has approved apprenticeship programs for tool and die, general machinists, and mould makers. The minister's statement to the House informed us that the government hopes to see a threefold increase in the number of apprentices working in these three trade areas. Since these three trades are now unregulated, we do not have figures as to the number of apprentices presently involved. Therefore, I would like to know how many apprentices there are now in these three areas, how many the government is aiming for under the new program, and when you expect to reach this objective.

The minister indicated in his statement that the ministry has conducted a promotion campaign to encourage employers to take on apprentices, and that it is about to launch another intensive information program to reach 5,000 manufacturers. I would like to know what kind of response your ministry is getting from manufacturers, what the manufacturers are saying their major concerns are, and what the minister would consider to be a success with this particular program.

In the June 6 statement, the minister states that a link has to be established between senior secondary-school courses and the basic portion of the apprenticeship programs for the trades of baker, cook, hairdresser and motor vehicle mechanic. In other trades we are developing similar linkages, he goes on to say, "in order to reduce the amount of time spent in the classroom when formal apprenticeship training begins." I am not quite sure what the minister means by the linkage and how he intends to develop it. I would like him to expand on that.

**Mr. Chairman,** regarding the employer-sponsored training program, which I understand is not an apprenticeship program, it is my understanding that the priorities for training are to be determined by local community industrial training committees. These committees are to be made up from people of



labour, industry, et cetera, and will receive consultant services from the community colleges. It is in this area that the \$8 million is to be reallocated, as I understand it, from manpower retraining. It is in this area I'm concerned about job loss in the community colleges. I would again ask the minister if this \$8 million is completely new money not previously used or is it simply a reallocation of federal grant money?

I would also like to ask what the actual composition of the community industrial training committees will be. What will the relationship be between the local committees and the industrial training council in your ministry and in what cities or towns in Ontario will the program begin? What will the balance be between industry and in-school training? How many trainees will be involved? What will the entry requirements be? Mr. Sweeney alluded to that during his comments.

Further, will any financial commitment be required of industry in general? What I'm getting at here is that while government will be making \$8 million available and some industries will be taking advantage of the money, I would like to know if industry will be required to contribute any money in order to alleviate some of the problems that exist where industries train individuals and then other industries that are not participating in the program more or less pirate or take those trained employees from those particular companies and get them themselves. Has the minister considered using a grant levy program or a payroll tax in order to alleviate these problems?

Finally, I'd like to say that a considerable sum of government money is involved. In the minister's statement there is no mention of monitoring the system. I would like to hear from the minister as to how he intends to see that the money is used properly and to monitor the program. Those are just some opening comments and I've given the minister the questions. Perhaps he and his staff could respond to them and then Mr. Bounsall would also like to ask some questions.

**Hon. Mr. Parrott:** I think Mr. Adams is going to have a go at part of it and Mr. Howat Noble is going to respond in part. I would like to start off, however, by saying that the new program will be a companion to the apprenticeship program. The one thing I want to put very clearly on the record is that the standards which we will accept as adequate for training will be maintained. We're not going to look at two levels of standards of qualification—not at all. Very definitely, the present standards will be main-

tained. We'll just arrive at that particular level by a different route.

Since he's organized it, Mr. Adams can start at the top and go through it. I may want to interject on occasion.

**Mr. Adams:** With regard to the first question on the federal \$8 million, let me first point out that the federal government shares our concern about the lack of skilled tradesmen in the manufacturing sector. They have been very supportive of our efforts. We have approached it on a team basis.

Last year a total of \$84 million was provided by the federal government, which went essentially to the purchase of adult retraining, which was provided by the community colleges. Some portion of it also paid for the in-school training of apprentices. This year the federal government, in consultation with us, provided an increase. It's in two parts. There is \$10 million more which represents an increase in the adult retraining and in the in-school apprenticeship training. There is a further amount of \$8 million which will be available to develop the new training initiative.

I can assure you there has been no deflection into the new initiative of money which was otherwise earmarked for the colleges. It is a supplementary amount made available through the federal government in co-operation with us.

**Mr. Cooke:** Then this new program will not result in any programs being pulled out of the community college system?

**Hon. Mr. Parrott:** There is absolutely no possibility of that occurring. The money set aside for the college program per se is an entirely different vote and an entirely different consideration.

**Mr. Cooke:** I'm talking about the manpower retraining section.

**Hon. Mr. Parrott:** I know you are; so let's make that very clear, however. This is additional money, and there is no doubt about that; it's a good deal of additional money this year.

**Mr. Cooke:** So there are no cutbacks in the manpower retraining section in the community colleges as a result of this program?

**Hon. Mr. Parrott:** If you are talking about programs or the number of days, as you know, you have to negotiate on not only the number but also the cost of that. If you are talking about actual dollars—and if you will permit me to deal with dollars only at this time, because I guess the others are not finally negotiated for the coming year—then

that is a little more difficult to be 100 per cent positive about.

In terms of actual dollars, and surely that should be the major indicator, then there is no doubt there will be no cutback, period, and \$8 million will be applied or whatever we can. We may not spend that whole \$8 million if the projects in the communities do not come forward; we sure hope they do. We are prepared to commit that kind of dollar to it, but it will be dependent upon some of the things Mr. Adams will say later about making sure that we get dollar value.

I am trying to stress that the \$8 million is new money and will not relate to the other programs that have been in place; they will be maintained at the increased rate for the gross dollars.

When you get to how many days, or how many places that will determine, that is a little different; but the gross dollars in both programs will go up, period.

**Mr. Vice-Chairman:** Is there anything further to add to that, Mr. Adams?

**Mr. Adams:** No, sir.

**Mr. Vice-Chairman:** Or does Mr. Noble have anything to add?

**Mr. Sweeney:** Excuse me, Mr. Chairman. Is that the reference on the top of page 93 of the minister's background paper? You make a reference there to some major new thrusts: "We have estimated \$65 million but it may go as high as \$79 million, reimbursable from the federal government." Is that what you are referring to? Is that where that new money comes from?

**Mr. Adams:** Yes, but those figures have become obsolete.

**Mr. Sweeney:** Is that \$8 million contained within the difference between those two?

**Mr. Adams:** No, the \$8 million is contained in the \$102-million contract that was eventually signed with the federal government.

**Mr. Vice-Chairman:** Is there anything further to add?

**Mr. Adams:** No, sir.

**Mr. Vice-Chairman:** Mr. Cooke, did you have further questions?

**Hon. Mr. Parrott:** No, I think he wants to finish—

**Mr. Vice-Chairman:** Okay, go ahead, Mr. Adams.

**Mr. Adams:** Mr. Cooke's second question was, how many apprentices are there now in the three areas of tool and die, general machinists and mould makers? Speaking currently—and I think the regulation has just been promulgated this week or last week—

in tool and die there are 650 registered apprentices with us, general machinists 550, and mould makers 300, for an approximate total of 1,400. Could I add also that we would expect, once the regulation is available, to see a significant increase in those numbers.

**Mr. Cooke:** I take it from the minister's statement—I think he said that he wanted to increase that by threefold—so that your objective is three times approximately 1,400. When are you aiming to hit that objective?

**Mr. Adams:** It is a matter of how quickly employers will respond. As you know, we will shortly be mounting that canvass of 5,000 employers, with face-to-face interviews of each one of them, in an attempt to convince them of the advantages to them, individually and collectively, of getting into apprenticeship. We are optimistic about getting positive results from that, but it is hard to say what kind of reaction we may get. One employer may represent a number of apprentices, he may represent one, or he may represent none. It is impossible to accurately forecast that but threefold would be a modest estimate of our expectations.

**Mr. Cooke:** You must have some goal in mind of when you want to achieve that objective.

**Mr. Adams:** We would want this training to commence next fall and winter; that is when we want to be there. Obviously when an interview becomes four or five months old, you have to do it all again, I should think.

[5:15]

**Hon. Mr. Parrott:** And, secondly, you won't see that change next year at this time. You couldn't hope for that kind of change because of the length of the training program. So, it's a matter of three, four or five years down the road before you could logically hope to see that threefold increase. But the important thing is to get them started. Next year at this time would be reasonable to get an update on how many have started. That's fair.

**Mr. Adams:** I note that Mr. Cooke's next question is in regard to how many apprentices is the government aiming for under the new program? If the new program is the new training initiative, that is impossible to say.

As I mentioned in response to Mr. Sweeney's question, this is an introductory year with pilot projects to start this fall. It depends upon employer response. We're confident of a good response, but to what volume, I couldn't say. We're in an introductory year.



We certainly look forward to it being in the several hundreds, at the very least, and approaching thousands hopefully. To say 10,000 would be rashly optimistic. To say less than 100 would not be enough to really test out the principles.

**Mr. Cooke:** What was the 5,000 that was referred to in the statement?

**Hon. Mr. Parrott:** It was the industries that we were going to visit.

**Mr. Cooke:** Right.

**Mr. Adams:** Mr. Cooke, you have asked a question, with regard to the promotion campaign. I would like to call on Mr. Watkinson, who is in charge of our information resources branch, to respond to that.

**Mr. Watkinson:** The first question was what kind of response have we had from the employers? We ran two campaigns, advertising and direct mail, prior to Christmas last year and in the earlier part of this year. As a result we've heard from more than 1,000 employers and we are following up with those employers now.

You asked about the concerns expressed by the employers. We don't yet know. Only when the field representatives have called on the employers who have contacted us will we get some idea of the concerns they're expressing.

As to the question of whether or not the campaign was a success, certainly in terms of normal advertising standards I think it was a success. Our direct mail campaign elicited a response in the first run-through of almost 10 per cent which is very, very high for direct mail. The second campaign had a lower return rate, understandably, because many of the people we got to once already. Overall we had a return of more than five per cent on the direct mail campaign and that is very successful by advertising standards.

All of the employers who wrote to us have received something back from the ministry, information about apprenticeship, the opportunities in apprenticeship, and an outline trying to answer the questions employers might have and pointing out some of the advantages of apprenticeship. A special package was developed for the purpose of getting back to those employers who wrote in to us.

Now, the follow up is going ahead through the field offices of the industrial training branch. We have a fairly rigid system to make sure every employer who wrote to us is contacted, and that the information comes back from the field so any necessary follow-up action can be taken. And so we can tabulate the results to assess the overall effectiveness of

the approach and judge whether it's worth making further efforts like this through advertising and promotion to employers.

**Mr. Vice-Chairman:** Are there any further questions? Are there any other questions on that list you have there then, Mr. Adams, that you care to respond to?

**Mr. Adams:** Yes, Mr. Cooke asked, "Could the minister further explain what he means by developing linkages in order to reduce the amount of time spent in the classroom, what kind of links and what courses with what school boards?"

Our staff have been working with the Ministry of Education and have determined that credit can be given to an apprentice for the technical courses he or she has taken in secondary school under certain conditions. That sometimes requires, a repackaging, if you will, of the technical courses available at the secondary school level. They must be put together with purpose.

Where this has happened, we can give a significant amount of credit. This means that when that person gets into apprenticeship training he is excused the in-school portion which he would normally take at a community college and hence is able to advance faster towards the goal of a certificate of qualification.

There are four trades right now which you have listed in the minister's speech there. We are working on similar linkages in a number of other trades. We would like to see this expanded across the entire gamut of apprentice trades, and we see no limitation. I might add that the secondary schools have been extremely interested and very supportive.

The Windsor school board is working on the metal machining trades and has also worked out acceptable arrangements with St. Clair College to give excusal for that training when a person may opt to go into St. Clair College in the technician's course.

**Mr. Cooke:** Rather than answering each one of these individual questions on that section, do you see this as eliminating any jobs at the college level since these students will be taking less at the college level as a result?

**Mr. Adams:** It certainly shouldn't be viewed as a threat to any college teacher's livelihood. We all know that the fundamental goal is the success of the student. That's what we are all in this business for. Any saving in in-school teaching that can be achieved under this mechanism will be more than offset by the increased training we visualize as we crank up the whole industrial training scene because we see that the colleges have a role to play in all of these



activities. Since we are committed to increasing all the activity, it can only mean increased activity for the colleges.

**Mr. Cooke:** I think number five has already been answered.

**Mr. Adams:** Right. I wonder if Mr. Noble could answer the next several questions.

**Mr. Noble:** Question six has four parts in it. The first one is what will the actual composition of the industrial training committees be? First of all, they're going to be volunteer groups. They will be composed of local business, labour, school board, community college and government representatives.

**Mr. Cooke:** What I'm getting at with this question more than anything is the process of appointment of these people and who is going to choose them.

**Mr. Noble:** I can give you examples from the last two meetings I had. In the case in Hamilton the organization, HITAC, has been in existence for three and a half years. It's a rather large group representing all of those constituents that I mentioned. They are there in place a long way down the line. They've got all the bugs out of a local volunteer group.

The next group we met with was in Kitchener, where the college acted as the catalyst. They invited a not totally representative group, to be candid, to that meeting. They were counselled to expand that group to include those constituents they hadn't invited. It was almost totally business; they were all from the metal machining area. We said that they would have to have representatives from the board of education and labour.

I'm emphasizing the volunteer part because money will not be provided for full-time jobs to do this work. I do envision one thing happening which has already taken place, and that is the group—be it HITAC or be it the local community college acting as the community catalyst—is willing to commit money, sort of as seed money, but of its own budget to get the things going. That, in fact, is happening in Kitchener-Waterloo.

**Mr. Cooke:** But the community colleges in most communities then will be acting as the catalyst to get the committees going, and the ministry then has set some guidelines, written or not, they have set guidelines of these various groups having to participate.

**Mr. Noble:** It will vary. In London, my guess would be that the catalyst will probably be the industrial development commission. We hope it varies because we won't get an experiment if we cookie-cutter the whole thing. I am going to throw out a phrase here,

it is a bit jargony, and I hope it is not too bureaucratic, but in Quebec the concept of "animateur social," social animation, developed. It has been used a lot in Quebec and a lot around Algonquin. What we are looking for, clearly, is industrial animation here. We are dealing with a period of change, and the best way I can explain what we are trying to do is what I have labelled industrial animation. The basis of that is various catalysts in various communities dealing with problems that they can identify.

**Mr. Cooke:** As long as, whatever process is used, each participant, whether it be labour, whether it be the school boards or whatever, feels that it is playing an equal and important role. If the industrial commissions are setting it up I can see where labour might feel slighted, or if somebody else sets it up—

**Mr. Noble:** That is why I used the example of the second group I went to. It was all businessmen in college, and we said, "Where are all the other people?" quite gently. We didn't say, "The ministry says you have to have one, two, three. Where is labour?" They weren't there. Their questions then were: "Should we use someone like Greg Murtagh, the director of education, CLC, or should we use local labour?" and we said, "We would suggest you use whatever is suitable for the area."

**Mr. Cooke:** How far along are these committees?

**Mr. Noble:** Some are a fair way along, some are two or three weeks old.

**Mr. Cooke:** How have they been directed? Have people from the ministry gone to each community?

**Mr. Noble:** We have people in the ministry who are designated—I can sort of come at that in some of the other questions—we have people designated specifically to do that.

The question is what will the relationship be between the local committees and the industrial training council. The answer to that is the industrial training council is the senior advisory committee to the minister. There is no necessary link between these committees and the industrial training council. We are not trying to develop a bureaucracy all reporting in through that, so there is no necessary link.

It may evolve, but there is no procedure that says once the committee has been established for three months it will then become a cell or a link with the industrial training council. They are two different functions. One is the senior advisory body to the ministry,

the other is a local committee trying to deal with local skill problems.

**Mr. Cooke:** But certainly the local committees will be picking up information and there will be, I hope, a process to feed it on through the ministry so you will know.

**Mr. Noble:** The third part of your question was on the link in the ministry. We have set up an organization in the ministry that addresses the following problems: The local group—who is going to work with the local group? So we have a senior person who is acting as the direct link and the direct liaison with that committee. He will be giving them the package of materials that says this is basically what we are looking for, don't totally copy HITAC. If you want to use a secretariat and pay them part time that is okay, but we want to stay close to volunteers, that sort of thing. So it is a person in the ministry who is going to be dealing directly with that.

There are a number of other functions which go into these questions. We have someone working in sort of what I have called industrial animation, or a project manager dealing with the local committees. We have another person who has been designated as the administrative support for the program, dealing with the finance and the paper work. [5:30]

We have another person who has been designated as the person to deal with evaluation, to set up the evaluation instrument and begin it. We have another person who has been designated to co-ordinate the accreditation and testing procedure, and we have another group of people who have been working, in some cases for two or three years, on what we have called the training packages.

The whole system is built around modular training packages, so those are the designations; that is the bureaucratic way to explain it, and that is how we are attacking the problem. I think what I have said answers questions six (a), (b), (c) and nine. We have the evaluation in place because we want the evaluation to start as the committees start. We want a sort of social contract to develop between the evaluators and the people doing it because we don't want to come along and say, "You have to jump through this hoop, which you didn't expect."

The first pilot project is slated to begin in September 1978.

**Mr. Cooke:** But you expect to have committees set up pretty well all across the province by when?

**Mr. Noble:** We don't expect to have committees set up all across the province. Out of

all the inquiries and all the energy we have generated, we expect in the initial phase to have four pilot projects. Hopefully, there will be a regional distribution.

**Mr. Cooke:** So you have chosen the four cities?

**Mr. Noble:** No. We have gone firm with one. We are working with, I believe, 12 or 13 at the moment.

What is happening is that in communities where there is a homogeneous group who are sort of getting their act together without having it rammed down their throat, they are able to move quickly; in others it is a much slower process.

Hamilton has been moving towards this thing for three years, so it was relatively straightforward for them.

**Mr. Bounsall:** Just before we leave question six, there is one other relationship which interests me, the relationship between the community colleges and this industrial training committee. They have been asked to provide a training consultative service to these committees?

**Mr. Noble:** No, I misled you, if that is what you understood. I didn't say that.

**Mr. Bounsall:** I know you didn't say that. It is in written form in one of the reports; I can dig it out. And they are obviously going to be administering the tests. Just what relationship do they have? It seems to me it would be somewhat a more firm relationship, or a more regulated relationship than just someone from the colleges sitting as volunteers on these committees.

**Mr. Noble:** The answer to that question is that the community colleges are, in most communities in this province, an enormous training resource. We don't want a cookie-cutter copy of what is going on now. We want to move towards a more flexible training program. So the community colleges are being encouraged to participate, and at any of the meetings I have been to they have been told: "Participate to the hilt, but don't dominate the whole process or you will just institutionalize it the way it is at present, and then the experiment will fail."

**Mr. Bounsall:** You see the representatives from the community college, or some people from there, being on these training committees?

**Mr. Noble:** Yes.

**Mr. Bounsall:** But they have, it seems to me, some specific things to do as well. They are to develop and have operating shortly a training consultative service that they will provide to these committees. This point was



made in one of the statements. How do you see that? The committee will be going back from time to time to the community college, however they do it, and requesting specific consulting information.

**Mr. Noble:** The direct answer to that is that the project manager in charge of monitoring and developing the local committees will work through the committee. If the training resource used in that community happens to be from the college they will work directly with that person. In some communities you are dead on, but in others where the community college is not the dominant resource it won't be that person. It may be the commissioner of industrial development in Brockville, if that happens to be a full-time job.

**Hon. Mr. Parrott:** Could I interject just for a second on this subject? I want it on the record pretty firmly, again, that it is an employer-sponsored program and the colleges will not dominate it. I think that's important. It's certainly not a shot at the college system. They have a different mandate. On this one we want it very, very tightly tied to industry. That doesn't mean management. That means industry in its broadest sense. We just don't want this to become an institution-dominated concept.

**Mr. Bounsall:** That's fair enough. I am still not quite sure how that is going to relate to either the community college or the body in the community which replaces the community college in their having representation on the committee. But they are asking for certain services from whatever that expertise body is. Is it just that simple?

**Mr. Noble:** With due respect, you are choosing institutional verbs. You are saying "replace"; I am saying "work with." If this is going to be successful we have got to get rid of the words "replace," "wipe out," "reduce." I've got to use words such as "evolve," such as "synergy," things like that, because if it is seen as a pitched battle between something new and something old, it's not going to work.

**Mr. Bounsall:** This all arose because of the minister's statement of June 6 in which it is specifically stated CAATs are to develop "training consultative service" to support those committees, to assist employers in establishing training programs, to develop documentary support for the various trades, and arrange for institutional training when required. They are also to administer the test. If they are also part of those committees, which is logical if they are in the area—that or whatever other group it is instead of a college—then what is going forward between

that committee and the college when they are to be developing this training facility service?

**Mr. Noble:** Let me use HITAC as an example. I believe there are 20 people on that committee. I haven't got a body count. There is a distribution of at least two, if not four people from the constituents I have mentioned. There is only one person from Mohawk College, George Pal, who is the dean of technology.

**Mr. Bounsall:** I understand from what you said that would be the composition of the committee. I am not asking about composition. I'm asking relation between that committee and a community college if, in a given community, that is one of the resources in the colleges developing that training consultant service.

**Mr. Noble:** Let me tie the answer to that to question seven. It asks what the balance is. In the program being developed at Mohawk there will be 12 months in total in elapsed time in in-school training and 24 months in in-industry training. The relationship in terms of the consulting services will go that way, that as the learners move through that process so you will switch between industry and the college in terms of the consulting service.

**Mr. Bounsall:** My question was more a philosophic, mechanistic one which it appears we are not getting at at all. I'll talk to you further about it as programs are developed.

**Mr. Noble:** Okay.

**Mr. Chairman:** We have 15 minutes to go, Mr. Bounsall. Do you have questions to direct, or does Mr. Cooke have some?

**Mr. Cooke:** Just one final question that I would like to have answered. I'm sure the ministry did look at the possibility of using a grant levy system or a payroll tax or something like that. The basic thing I would like the minister to address—I guess it's philosophically—is whether or not he agrees industry should be paying for this, rather than having it come out of the public purse?

**Hon. Mr. Parrott:** One of the things we said at the conference a couple of weeks ago was that we will aggressively sell to industry, but at this time we are not prepared to assess a levy against the industry. I really think that we've got to hope and expect that industry and unions and all of society see this as a need. We are going to fund the portion of the training that is portable for the industry, but we are not subsidizing the industry. We are subsidizing the training, and there is I think a big difference. But we are not going



to levy a tax or an assessment against industry at this time.

If I read the reports that I get in my briefing material correctly for this conference in Paris, there are all kinds of illustrations of different programs and different approaches, but there is no one country that isn't seeing the problem. That leads me to believe there isn't a magic way of doing this. So I think we've set on the path of doing it on a voluntary basis with some seed money from the government, and we won't go beyond that at this time. If it fails who knows what we will have to do, but we are certainly going to give it a year or two.

**Mr. Cooke:** You see the problem obviously where some industries are going to get involved in the program and others are just going to take the advantages.

**Hon. Mr. Parrott:** That was repeated over and over again at the conference; we heard it dozens of times. It is a huge problem and we can't ignore it. But I suspect that maybe all of industry, and I use that in the largest sense, are saying, "We'll have to be our brother's keeper."

Not to put you on the spot, but Mr. Sweeney said he supported modular training. I was disappointed to hear it but nevertheless it was clearly stated by the unions, that they did not agree with modular training. Mr. Sweeney said he did. I'm not trying to put you on the spot, how do you feel? Do you want to answer that?

**Mr. Cooke:** I think we had some questions on that we wanted to explore. I think—

**Mr. Bounsall:** By modular training, that whole concept is the in and out, some in industry, some in college, with certain specific cutoff points of proficiency having been reached. Is that what you understand it to mean?

**Hon. Mr. Parrott:** That's how I understand it and I want to make sure that Phil says this. But we are talking about the old program where you've got to go from A to Z or forget it. I think we are talking about components in which you don't have to go from A to Z.

**Mr. Van Horne:** Could we have modular training defined so that we all understand the same thing?

**Mr. Bounsall:** That's the question we are asking right at this point.

**Mr. Gordge:** I'll try to give you a description of modular training, but unfortunately there are quite a number of differing perceptions of what modular training is all about. It was initiated originally to com-

pensate for the differences in the requirements of people in the same occupational classifications.

It was envisaged when it was first developed that it would be a broad base of training with specific training modules to meet with the requirements of particular employers. Unfortunately the unions have seen this as an assault on the apprenticeship program. That was never our intention. Over the years all of the ideal characteristics of the modular training program have been pretty well abandoned and it is now looked on as a program for training to meet the specific needs of the employers. That is not what we envisaged.

**Mr. Bounsall:** You are planning to make a change in that, I gather, are you?

[5:45]

**Mr. Gordge:** The new thrust will make a change in the approach.

**Mr. Bounsall:** I can certainly see the concerns and why you never wanted to do that in the first place. You get a specific trainee to a specific plant and that's it as far as transferring those skills anywhere else goes.

**Mr. Gordge:** We are hoping now that we'll be able to revert to the original characteristics of the program. That will permit broad-based training, that will permit the trainee flexibility of occupational choice, compensate for individual learning differences in the trainees, and permit entry with advanced standing for trainees.

Philosophically that is a great approach, but when you go out and get into the constraints imposed by labour market forces, you find you're dealing with conditions, imposed by collective agreements perhaps, that prescribe very rigidly the entry criteria, the commencement stage of the program, that insist that it be time based, and that everyone, despite their individual capabilities, go through the whole four- or five-year training program.

There obviously has to be a lot of negotiation with the employers and with the unions to have them accept that the interests of the trainees are going to have to transcend the individual interests of the employers and of the labour unions.

**Mr. Bounsall:** Could I describe then your concept of modular training program as one in which bits and pieces and blocks of time and training were supposed to introduce flexibility into the trainee in the program, based upon the particular need and expertise of the plant you're dealing with, and not so much the ability of the student, but where the

student was at in terms of any expertise he gathered from any other source?

**Mr. Gordge:** No, that is not what was intended.

**Mr. Bounsall:** All right, go at it again.

**Mr. Gordge:** The program would recognize that the trainee possibly had acquired some degree of occupational competence before he came into the program and he would be accredited with various modules of training. But it was shaped to meet the training requirements of a family of occupations, rather than a specific occupation.

In the manufacturing sector you might look at something like the plant engineering and maintenance function. That could well involve stationary engineers, industrial electricians, plumbers, millwrights, and welders. Now there was to be a broad base of training that would equip all these people with generic skills for all those occupations. If that training couldn't be provided in-plant, he would then go to specific skill training with the employer.

Actually the modular training program is a far more comprehensive program than is ever envisaged under the apprenticeship program, which has to compensate for other labour market conditions. Unfortunately, the general perception of modular training is that it is specific to an employer's needs.

**Mr. Bounsall:** That's the impression that's always been given.

**Mr. Gordge:** That is the antithesis of what modular training is all about.

**Mr. Bounsall:** What it should have been has been lost over the years and you are going to recoup that, are you?

**Mr. Gordge:** Yes. That will have to be done in the new initiatives through negotiation with these local committees.

**Mr. Bounsall:** If it works the way it should, I don't think there's any problem in the support. The concern about modular training is the way in which it didn't work as you've described it, in which it did in fact become very employer-specific.

If the concept of modular training is to be as you've described and not employer-specific, as it has tended to be in the past, or at least thought to have been in the past, then we can support the concept without any problem. But we cannot support what it has, unfortunately, degenerated into or a continuation of that. I think we're in agreement on it.

**Mr. Gordge:** Philosophically I think we're in agreement. We're in agreement with the manufacturers' representatives and with the labour representatives. But when it comes

to the real crunch, the issue of introducing modular training is a particular plant that has a long-standing collective agreement with provisions for progression in that agreement, there is going to be and has to be an acceptance—

**Mr. Bounsall:** There will have to be some flexibility in the contract in order for it to work at all. I understand that. That's not easy.

**Mr. Gordge:** Unfortunately, we met with a violent reaction from some unions, particularly; and you have to accept the legitimate interests of the unions that are using the traditional apprenticeship program, in that it serves not only as a training device, but it serves to prescribe employment standards for those occupational areas. But both the labour movement and the employers and the employers' associations attending them take a much more liberal view of what modular training is about when it is explained to them, and they fully understand that it isn't intended to serve an employer's interest and disadvantage the employee.

**Mr. Sweeney:** May I just put on the record that it was my understanding of the broader needs of the student versus the narrower needs of the employer that I had in mind when I said I supported it.

**Mr. Vice-Chairman:** Thank you.

**Mr. Bounsall,** in the remaining four minutes, do you have any further questions?

**Mr. Bounsall:** Yes, I just wanted to express one major concern and that is that the fuzziness which I feel coming through may be because we haven't worked hard enough on this whole concept of the employer-sponsored training. I gather that this employer-sponsored training, by and large, is certainly not an apprentice program, not leading to certification per se.

**Hon. Mr. Parrott:** Oh, yes, it leads to certification.

**Mr. Bounsall:** All of the employer-sponsored training programs will in fact lead to certification? That is the plan, that is the hope for it?

**Hon. Mr. Parrott:** You've said "all." I want to be very sure, since it's going on the record. I knew that it was certainly the unconditional intent. But Mr. Adams is saying "all." Fair enough.

**Mr. Bounsall:** It's hard sometimes, in reading the documentation on it, to get that impression. So perhaps in terms of what these employer-sponsored training programs will in fact be leading to—that whole part of the program—it should be made quite clear that we are talking about apprentice programs or some



form of training, whatever it is, leading to certification—voluntary or compulsory.

My other remarks deal with the voluntary and compulsory certification bit, and I don't want to run over the history, particularly when there are only two and a half minutes remaining. But certainly the Dymond report indicated there should be a backing off, in a sense, of compulsory certification in one respect. Certainly, when that report was taken across Ontario by the ministry review committee, there was a very strong reaction to any backing off of compulsory certification as opposed to voluntary certification.

I won't read in detail the reactions to that, but certainly the rejection of it was pretty vehement by the construction trades in particular and labour in general. You say, Mr. Minister, in one of your statements, April 20, 1976: "At the present time I have no intention of proposing the abolition of compulsory trade certification as the Dymond report recommended unless the industrial training council strongly recommends that I do so."

It's quite clear that they're never going to do that. In fact, their recommendation to you, where you have come up with a certification program, is that they should be compulsory rather than voluntary or they will make the recommendation of a voluntary program to you in hopes of getting that program established, having heard from you or your ministry that if you make it compulsory then you would have real difficulties in establishing the program. That is the case in the hydro linemen situation.

**Hon. Mr. Parrott:** No, I would like to put a little different interpretation on that.

**Mr. Bounsall:** The signal came down, that if you make a compulsory certification recommendation—

**Hon. Mr. Parrott:** No, that wasn't the signal. The signal was very clearly, if you make it a bargaining issue—

**Mr. Bounsall:** Some signal was well presented.

**Hon. Mr. Parrott:** Indeed it was.

**Mr. Bounsall:** About voluntary versus compulsory certification.

**Hon. Mr. Parrott:** No. Maybe we can talk about that a little later if you wish, but that isn't the signal; the signal is to do with whether or not it would be a strike issue, whether it would be compulsory—

**Mr. Bounsall:** It still makes me kind of nervous when we have apprenticeships now in the three areas of tool and die, general machinists and mouldmakers, and all of those

are to be voluntary and none of them compulsory, when the goal really should be compulsory. Simonett, in his report of back in 1960, I think has the proper approach to the problem. He recommended that there could be varying levels of proficiency within the compulsory certification. In other words, the flexibility of the compulsory certification can come in with varying levels of proficiency and perhaps various gradings within compulsory certification. I think that's the route we should be considering. It was a very wise recommendation by the people on the Simonett commission back in the '60s.

The only other thing I might say, and it has been brought up before, is what are the ministry and the people involved effectively going to do about the involvement of women in these programs? We are in rather an appalling state, if you look at the apprentices who are in the apprentice programs as of January 1 of this year. Even in those areas where you would expect to have women highly involved they are very much under-represented. In the hairdressing field, 265 out of 1,235 cooks, 38 out of 463; bakers, eight out of 69.

Even in those areas where traditionally you may expect to have women involved as apprentices, they are very badly under-represented. Where is the encouragement to get women into these programs and how effectively are you going to do that in the general apprenticeship fields? I can't see any reason why, when society is ready to accept it, there should not be women ironworkers and women carpenters. There are three out of 2,026 in the carpentry field and one out of 365 in the ironworker field. That is the situation.

There should be a lot more encouragement for women to get into even those fields that can be considered non-traditional roles for women.

**Mr. Vice-Chairman:** Mr. Bounsall, in the light of having gone over the agreed-upon time, and in the light of Mr. Newman's desire to ask a further question, we will give equal time to the other party.

**Hon. Mr. Parrott:** Won't you give the deputy one chance? We'll go the extra time if you will.

**Mr. Vice-Chairman:** I just wanted to make that clear before he answered.

**Dr. Parr:** I wanted to remind Mr. Bounsall of the S-curve and the way in which they always begin very slowly on their way up the exponential slope. The non-traditional apprenticeships in which women have entered have increased over a period of a year from



87 to 130. The numbers are small; but that's always the way at the bottom of the S-curve.

**Mr. Bounsall:** My question is what are you doing to encourage?

**Hon. Mr. Parrott:** Have you seen our booklet on apprenticeship? I think it is an excellent booklet and the front cover tells a story in itself. There are nine people portrayed there; four or them are women, five of them men, but none of them in their conventional roles, necessarily. I think it projects an attitude that the ministry has. I guess somebody flipped a coin and said five and four, one way or the other. I would think that really does project the attitude in the ministry; that we see them as close as possible to being equals.

There will obviously be forever some dominance of one sex over the other in certain trades. It is going to be very difficult to make it 50-50 as the population curve is. I think we would all recognize that, but if we are talking about trying to make it accessible and encouraged, then there is no doubt that

we are doing as much as we can. I don't know if that booklet won the prize, but it was up for an industry award on the excellent piece of PR. Have you seen it, Ted?

**Mr. Vice-Chairman:** We'll make sure that he does see it.

**Mr. B. Newman:** The only question I wanted to ask the minister is, are the programs open-ended? Can an individual, at any age, get into the apprenticeship program? I can recall discussing one case with you, Mr. Minister, where a 25-year-old was having difficulty and just couldn't get in.

**Dr. Parr:** It's age 16 and over.

**Mr. B. Newman:** There is no age limit at the other end. Naturally, the individual will decide himself in that case.

Vote 2703 agreed to.

**Mr. Vice-Chairman:** Thank you for your indulgence. This concludes the estimates of the Ministry of Colleges and Universities.

The committee adjourned at 6 p.m.

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No. S-25

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

**Social Development Committee**

**Estimates, Ministry of Community and Social Services**



**Second Session, 31st Parliament**

**Wednesday, June 21, 1978**

**Speaker: Honourable John E. Stokes**

**Clerk: Roderick Lewis, QC**

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# LEGISLATURE OF ONTARIO

WEDNESDAY, JUNE 21, 1978

The committee met at 1:15 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

**Mr. Chairman:** Before we commence with consideration of the estimates of the Ministry of Community and Social Services, I should indicate to the committee that we are going to be sitting for a period during the summer recess to consider the bills of this particular ministry.

It is tentatively set up on the following basis: September 5, 6, 7; September 11, 12, 13; September 18, 19, 20; September 25, 26, 27; and if required the full week of October 2.

**Hon. Mr. Norton:** You understand that one of those weeks I have to attend a ministers' conference.

**Mr. Chairman:** The minister has just reminded me that the third week of September he has another obligation, but his parliamentary assistant or some other ministry staff will be here, so we will carry on.

Has the minister an opening statement?

**Hon. Mr. Norton:** Yes, I have, Mr. Chairman.

**Mr. McClellan:** Before we start, I gather your opening statement is the equivalent of War and Peace. I wonder if I could have a copy of it so that we may follow along.

**Hon. Mr. Norton:** There are some last minute revisions being made to it. It should be available for circulation before I complete my remarks. They are working on it.

**Mr. McClellan:** The other point I want to make, since it does seem to be as thick as the Parry Sound telephone book: can we have some understanding on how we are going to split the time?

**Mr. Chairman:** What I had intended, Mr. McClellan, was to complete the minister's statement and to complete statements of both critics.

**Mr. McClellan:** I can't stay here until 8 o'clock. How long is the minister going to sit?

**Mr. Chairman:** An hour and three-quarters, I was told. Mr. Blundy, I believe, has about 17 pages which should take half an hour or a

shade over and I think we will be out of here by 6.

**Mr. McClellan:** Thank you, Mr. Chairman.

**Hon. Mr. Norton:** Mr. Chairman, and members of the committee, I am very pleased to see the robust turnout for a Wednesday afternoon and for the beginning of our estimates.

The staff is all here as a compliment to the members of the committee. They are interested in hearing your opening remarks. They all know, I am sure, what my opening remarks are going to say.

It was just eight months ago when I first outlined the basic priorities of my ministry and I welcome a return to this forum to discuss the progress of the past 225 days and the future directions we intend to take. I am confident that as we proceed through this year's estimates, committee members will become aware of our ongoing commitments, as well as the new initiatives we have taken to meet the needs of the people of this province.

While my remarks today will be comprehensive and I hope complete, I would like to describe briefly the manner in which this address has been prepared. I intend to offer committee members a view of the ministry from five separate but interlocking vantage points. My early statements will be devoted to our reorganization and how this planned process of change will affect our programs and services.

I will then devote time to our children's services division, with emphasis placed on our priorities and planning for 1978 and 1979.

The next section of my speech will deal strictly with services to adults, that work now being carried out by the social resources and developmental resources divisions of the ministry. In October those divisions will be consolidated to become the new adult services division and my remarks will expand on that reorganizational change.

I will also devote part of my remarks to our services for the mentally retarded and outline the ways in which we hope to enhance programs and services for this segment of our population.

Before I begin addressing those specific areas, I think it would be worthwhile to re-

state the six basic principles to which we are committed. I stressed these principles at last year's estimates, but I feel they are worthy of brief reiteration at this time. The basic principles we have followed in providing service to people are: first, strengthening and maintaining the family unit; second, promoting individual and family independence and self reliance; third, assisting people in their community; fourth, providing service to those in greatest need; fifth, continuing the co-operative partnership among those who provide services to people; and sixth, making maximum use of available resources.

I feel it is imperative that those six guideposts be considered within the context of my remarks today, since the progress of the past and the initiatives for the future buttress our continuing commitment to those very basic but vital principles.

It was during estimates discussions with members last October that I mentioned that slower growth in the economy generally will place limits on the rate of growth of social programs. This remains the situation at present and there do not appear to be any immediate indications of changes for the better in the future. This means that again this year the watchword is restraint. Any program enrichments or new program activities have and will come about by utilization of available funds through innovative allocation and judicious application.

This year our spending estimates total more than \$1.2 billion. From the charts in the estimates summary, members can see that ministry spending represents 8.8 per cent of all provincial government spending, making ours the fourth largest ministry in terms of expenditures. I can assure members that this responsibility to administer such a major ministry is not lightly taken—from either the point of view of fiscal accountability or from the point of view of people with special needs to whom we are responsible.

Before beginning an explanation of some of my ministry's recent developments and initiatives in the area of serving people, I would like to outline for members some fundamental aspects of the ministry reorganization. For some members of this committee, my remarks will parallel those of my deputy minister, who earlier briefed many of you on the ministry's program of organizational change. I shall, however, expand upon some of my deputy's previous explanations.

At the present time, we have three major program delivery areas: social resources,

development resources and children's services. You are aware that about eight weeks ago I announced to the Legislature a phased restructuring of the ministry. This move was undertaken because, as some members have frequently pointed out, the ministry has grown more rapidly than its traditional structure of programs and services could adequately administer. Through this reorganization, we will have an administrative structure that provides improved service to the people we serve.

Perhaps the key element in the proposed new structure is the decentralization of decision-making from head office here in Toronto to our representatives closer to the community. I firmly believe that by delegating decision-making to local centres, we will improve the quality of decisions that are being made. We should, at the same time, have a better capacity to assess geographic disparities in service and to make more informed decisions to reduce these deficiencies.

Our objectives of decentralization are multifaceted. We aim to improve public awareness and understanding of the ministry's programs through strong communications initiatives. We intend to enhance our operational efforts by, among other improvements, reducing waiting times on requests for services and by providing increased local capacity to provide decisions on specific requests from the public. In short, we intend becoming even more responsive to individual needs and to individual parts of the province.

Our reorganization objectives will not be met overnight, nor will we effect change without proper planning and consultation. Changes will only be implemented with no deterioration of service to the people we serve, and the minimum disruption to our staff.

Members are aware, however, that some changes have already been made. We have appointed a new assistant deputy minister of finance and administration, to enhance the ministry's financial management and to strengthen the capabilities of the ministry in applying modern management approaches in areas such as computer systems, planning and the giving of service to people. The appointment is a reflection of my ministry's commitment to a strengthened management system and the optimum use of our resources in meeting people's needs.

This new position is becoming increasingly important in the light of the tighter and more difficult economic times we face. In this context, the assistant deputy minister has



commenced, as a first priority, a review of all financial management and control systems within the ministry. The reorganization plan that we have adopted also calls for creation of two major program divisions: children's and adults' services, effective this fall.

I am aware that the establishment of two divisions—one for children and the other for adults—appears to split the family into two parts. This is not our intent, as members can see by examining our programs and priorities. Our programs will continue to be aimed at the special needs of people within the context of the family and the community.

I would now like to spend some time explaining to members specific developments we have undertaken and are planning in the coming months in our program divisions.

The children's services division which formally came into existence on July 1, 1977 consolidated services to children previously provided by the ministries of the Attorney General, Correctional Services, Health and by our own ministry. The two major thrusts of the children's services division, as proposed at the outset, were the reorganization and rationalization of provincially-administered special services to children, and the decentralization of responsibility for co-ordination of those services to the local or community level.

You are aware, I am sure, that the creation of the children's services division sparked considerable interest throughout the province and much renewed enthusiasm within the network of child-care people and organizations. Aside from the prosaic but necessary work of building the machinery to reform and restructure children's services, the chief accomplishment of the division thus far has been to set the tone of collaboration and consultation—openness and participation. It has been suggested by some that we are introducing change at the worst possible time: when financial constraint makes services and people self-protective and suspicious of government. This very environment, however, makes reform all the more necessary, so that allocation and effective delivery are based upon genuine and clearly identified needs.

A series of four consultation papers, with related public discussion, has established our willingness to take the risks involved in public discussion, and has effectively utilized criticism and comment for the good of children and families. It is my overall view that the scope and dimension of the change we envisage, as well as the uncertainty which must be part of any truly open-ended and collaborative development, places as much strain on those providing care and treatment to youngsters and families. It is essential that

my ministry be sensitive to the present need for reform, and to the capacity of the system to accommodate, without a loss of efficiency or morale.

Having said this, I would like to describe for you some of the major accomplishments which have taken place in the children's services division this year.

In the area of law reform, a green paper was produced last December dealing with short-term amendments to the legislation under which the children's services programs of the ministry operate. This paper contained 128 specific recommendations designed to ameliorate situations which require short-term change, pending an overall consolidation of legislation. This paper evoked considerable feedback from individuals, service agencies, and interest groups of all kinds. We received 226 written submissions in total.

This feedback was carefully analyzed and considered: many of the recommendations are in fact reflected in the legislation that I introduced two weeks ago in the House. Incidentally, we have learned that more time than was originally anticipated is required for a public document of this size and kind.

**Mr. McClellan:** Which document?

**Hon. Mr. Norton:** I was speaking of the consultation on the green paper. We extended, as you know, the period of consultation—at the request of the public—for that particular document.

While we have already produced four consultation papers, we propose to distribute others, and we hope in future to be able to extend the time period allowed for discussion.

The second major consultation document issued by this ministry since the last estimates is the discussion paper entitled *Local Children's Services Committees—Planning for The Future*. This paper, too, elicited considerable response from local communities, and a number of proposals for the establishment of local children's services committees were received. A task force has been formed to deal with the submissions received and is engaged in the process of examining those submissions, then returning to the committees for further discussion and negotiation. It is my hope that we will be able to announce the formation of the first committees in July of this year. These committees, it is foreseen will evolve gradually, assuming authority in a planned sequence for local children's services.

[1:30]

We are particularly pleased with the prospect of local communities assuming a vital future function. We strongly support the notion that it is the community that is more



capable of identifying the needs of its citizens and ensuring that they receive appropriate assistance. At the same time, we recognize our provincial responsibility to establish the framework of necessary standards and funding to ensure that this process can benefit every child.

**Mr. McClellan:** Adequate funding?

**Hon. Mr. Norton:** I mentioned funding, as you coughed.

The design, development and delivery of services to children is a challenging task, but we believe we have made a positive start. Provincially, the consolidation of existing services, together with the responsibility to ensure that they are efficiently delivered, is one significant step. Locally, the creation of children's services committees will address the needs of children as a specific client group while, at the same time, they will be able to plan services which meet identified local needs.

A third consultation paper recently released by the ministry is entitled, Program Priorities for Children's Services for 1978. This paper represents a major effort to make planned change within the children's services system coherent, understandable and open to public scrutiny. It outlines the division's priorities for funding during the fiscal year, and indicates the future directions we will consider in terms of regional needs, the requirements of special groups and programs.

This paper is a little different in nature from the previous two that I have just described. The document outlines the specific priorities for children's services for 1978 and sets forth broad proposals for beyond this fiscal year, again for consultation and feedback.

As you know, the ministry is committed to developing a balanced spectrum of services throughout the province in order to ensure equal access for all children. Since services to children have been planned and developed by four ministries prior to the creation of the division, and had arisen in response to specific needs at different times, the current distribution of services does not always reflect such a balance. This situation is most evident in northern Ontario.

Consistent with our principle of providing services to those with the greatest need, the ministry has identified the north as its highest regional priority for program development of children's services in 1978 and plans to increase spending there by \$3 million in this fiscal year. The ministry task force on northern priorities was established in December of last year to begin an assessment of services

available to children and families in the north and, through consultation with each district, to determine any gaps in service. A preliminary plan followed, and recommendations were presented with respect to new programs.

Following that initial study, we approached each of the northern districts and asked them to re-examine their needs in terms of the service gaps that had been identified and to submit detailed proposals on how funds allocated might be best spent. In addition, the ministry has reserved approximately \$400,000 that can be used to meet specific needs or needs that were not identified by the task force due to time limitations.

To facilitate our detailed analysis of service needs, working groups have been established in each of the northern districts. These groups are comprised of representatives of service providers and other relevant organizations. Task force members, along with a team of resource people from the ministry's head office, have begun a program of assessing needs, co-ordinating services and planning programs. These working groups are being encouraged to submit proposals as soon as they have documented their identified needs and agreed on program priorities for the individual districts.

While the north has the highest regional priority for the children's services division this year, two special groups, the Franco-Ontarians and native children, have been identified as having high priority for enhanced programming during the 1978-79 fiscal year.

In order to hasten the development of children's services to Franco-Ontarians, a total of \$700,000 has been allocated for this year to develop services for that particular population. Almost \$300,000 will be used to initiate the francophone mental health treatment and counselling centre in the area of Prescott-Russell.

**Mr. McClellan:** That was recommended three years ago.

**Hon. Mr. Norton:** It was announced this spring. Three years ago I wasn't here; maybe I just arrived at that time.

**Mr. McClellan:** It was in the report *Pas de Problème*, I think.

**Hon. Mr. Norton:** I can't confirm that. I can check it and find out.

**Mr. McClellan:** It's an old idea, for the record.

**Hon. Mr. Norton:** New action.

A ministry team is studying ways in which the balance of the funds may best be spent. In addition, four separate surveys are now

under way throughout different parts of the province—three under the aegis of the children's services division; the fourth under the auspices of the ministry's co-ordinator of French services—to identify specific deficiencies in service to Franco-Ontarians and to assist in the development of programs to alleviate any gaps in service that exist.

We recognize a serious need for services to native children in terms of the disproportionately high percentage of those children in the care of the children's aid societies and the corrections system. This situation was documented in the program priorities paper for children's services. Recognizing this need and being strongly committed to the support of children within their families and communities, we are working diligently to assist native children under our existing agreements. We are cognizant, at the same time, of the need to liaise closely with the federal government in planning for native services.

In terms of program content, we have identified the following priorities: first, prevention; second, temporary restraint; third, crisis management; and fourth, treatment.

In the area of prevention, we have commissioned Dr. Naomi Rae-Grant, chief of child psychiatry at the War Memorial Children's Hospital of Western Ontario, in London, to undertake a project to develop prevention strategies for application within children's services. Dr. Rae-Grant, with appropriate assistance, is currently preparing a paper that will prioritize the various strategies identified for future use in policy planning. Dr. Rae-Grant is consulting with recognized experts in the field, and her findings will be discussed in detail at a workshop on the issue of prevention to be held at the University of Western Ontario next month.

We are anxiously awaiting the findings and recommendations of this particular prevention project. This ministry attaches great importance to the issue of prevention and the implementation of new programs to reduce significantly the incidence of physical and mental problems.

In terms of prevention activities already under way, a new proposal has been developed, designed to add flexibility in the use of approved funds by children's aid societies. This involves encouraging the reallocation of approved child-care moneys into prevention initiatives. This new strategy was presented as part of a forum on prevention at the annual Ontario Association of Children's Aid Societies conference last month, and further

negotiations with the societies on this issue will be taking place.

In the area of temporary restraint, our second program priority, we will continue to promote development of programs to help children considered out of control and in conflict with the law to function in their home environments whenever and wherever possible. Thus, the use of secure facilities and institutions will be tightly controlled by selective criteria to be used specifically for children requiring a closed and structured environment. In addition, a variety of alternative programs will be tailored to offer a flexible range of services tailored to the needs and behaviour of individual children.

The third priority, crisis management, will foster programs which provide intervention and support to help families manage crises within their homes. Here again, children's aid societies are being encouraged to develop proposals for the reallocation of resources from residential to non-residential services, within existing budget allocations. For the fourth priority—treatment—our major thrusts will take place in northern Ontario and areas of French-speaking Ontario where an absence of treatment resources has been documented.

Returning to the consultation process, the fourth and latest paper to be published deals with information systems developed for children's service in Ontario. This paper, produced by a task force comprising service delivery representatives and systems experts, outlines proposals for ministry's goals for a comprehensive information system. The system will serve as an underpinning for the service network indicating the location and nature of resources, and the movement of individual children. It will assist in placement of hard-to-place children and ensure that no child is lost within the system.

At the present time, the children's services division is maintaining five computer-based systems which will be integrated with new systems as they are developed to meet the information needs of the division. Intensive work has been done and 700 residential care questionnaires, to be collected and collated by next month, will yield the first compilation of data for the children's services division. From this inventory of residential resources we will publish annually a directory of residential services. The first directory should be available by the end of August. In addition, we will provide monthly updates.

We will be initiating a tracking project which will identify the location of each child



in care so as to ensure that no child is lost within the system. Also a case management project will be established to provide assistance in monitoring the planned programs for those children.

The proposed approach to information systems incorporates three basic features: confidentiality of personal information; use of common data files; and the need for separate but interlocking systems. This approach places great emphasis on a continuing dialogue with field personnel to ensure that the information systems developed truly support the carrying out of their individual responsibilities.

A task force on disclosure of information, under the chairmanship of Mr. Roger Meskis, executive director of Lynwood Hall Children's Mental Health Centre in Hamilton, is dealing with the circumstances through which information may be transferred between agencies, and with client access to his or her own files. This material will contribute positively to the work on information systems.

The Meskis task force, it should be pointed out, is just one of three studies now under way addressing the question of confidentiality and access to information as it relates to my ministry. I have a senior management study ongoing with respect to ministry-wide implications of access to information. At the same time, as members are aware, the commission chaired by D. Carleton Williams is conducting a government-wide study into the matter of freedom of information and the rights of privacy.

In addition to our distribution of four major documents for public consultation—namely, the papers on short-term legislative amendments, local children's services committees, program priorities for 1978, and systems development for children's services—a closer working relationship has been fostered with the community. Staff in the ministry have made themselves available to an extensive degree to meet with concerned individuals and groups and have spoken at a large number of meetings and conferences.

I have suggested that the area of consultation with the public has been an important and crucial one; however, the children's services division has been equally concerned with the development and improvement of the programs for which we have responsibility. Before I address some of these specific initiatives in more detail, I would like to give committee members a statistical overview of the 1978-79 requirements of the children's services division.

The division's fiscal needs for 1978-79 year total \$249,280,000. The largest portion, almost \$205 million, is required to meet our

direct and indirect involvement in child care and health services. Another unit of the division, detention and correctional services, requires approximately \$41 million to carry out its responsibilities for this fiscal year. Less than one and one half per cent of the total budgetary requirement, or \$3.2 million, has been allocated for central administration costs. The administration costs, however, are somewhat misleading as more than \$1 million of that proposed budget would involve transfer payments to local children's services committees. The difficulty with statistics in general is that they are a rather cold reflection of what they actually represent in real terms—in this case, assistance to children with very special needs.

To return to the specific program initiatives to which I referred earlier: In the field of child welfare, considerable effort has gone into improving the children's aid societies budget procedure, lessening the period within which society budgets are approved. As well, the ministry and the Ontario Association of Children's Aid Societies have established a joint task force to make further improvements in the funding formula and procedures for the future.

A number of policy directives, aimed at ensuring the safety of children in the care of societies, has been issued by our child welfare branch. These include a comprehensive set of guidelines for more careful screening of persons charged with the care of children; guidelines relating to firearms safety, to the laying of charges against children in care, to the responsibility for adequate medical follow-up for children in care, and on the issue of child abuse.

[1:45]

The past year has seen the expansion of the field consultant staff of the child welfare branch, with corresponding increase in the supervision and support being given to children's aid societies and children's and youth institutions. We anticipate hiring several more field consultants during this next year. Several operating reviews of children's aid societies initiated this year should assist those societies in improved management and organizational techniques and consequently in their ability to provide services to children and families.

In the area of the ministry's own child-abuse program, we propose to more than double the budget for this year to \$833,000 and to give priority to projects related to prevention, professional training, rural community efforts to deal with child abuse, and improved methods for urban communities to co-ordinate a concerted effort to combat child



abuse. Additional demonstration projects have been funded in seven locations in Ontario, including London, Kingston, and Toronto, and the counties of Simcoe and Prescott-Russell. These projects utilize various approaches: the use of parent-aides or foster families, group treatment for parents, self-help for parents, training for professionals, volunteer support of high-risk families, and the development of a child-abuse education package for secondary schools.

Committee members will be interested to know that since June 1976, when we appointed a full-time co-ordinator of our child abuse program, the ministry has sponsored more than 30 regional professional seminars and consultations dealing with child abuse, and has funded 20 professional training projects in 15 Ontario communities.

As you are aware, several tragic cases of child abuse have come to our attention in the past year. As a result, a judicial inquiry is currently looking into the Kim Ann Popen case and its handling by the Sarnia-Lambton Children's Aid Society; and in Ottawa, a committee of ministry and agency representatives, with the assistance of a management consulting firm, is looking at ways to improve management and program methods for that society. In order to provide additional support to children's aid societies, and to assist them in identifying problem areas, consultants from the child welfare branch of the ministry are reviewing agency files on a random basis.

The Garber task force report on child protection procedures and practices has, as you know, been received by the ministry. It is a detailed view of our practices, as well as those of individual children's aid societies, in the area of child protection and abuse. We will be looking carefully and closely at each of the task force recommendations. This report will assist us further to develop effective and economical prevention programs. It will also serve to pinpoint critical decision-making points in the handling of child abuse cases.

The ministry has also encouraged inter-provincial consultation on the problems associated with child abuse. In that regard, Madame Monique Begin, federal Minister of National Health and Welfare, and myself co-sponsored the first national consultation on child abuse in April. My ministry will also be presenting papers on the subject of child abuse at the September interprovincial conference of ministers of social services.

In the area of day nurseries, through the coming year we anticipate expansion of service to handicapped children through the integration of programs for handicapped and non-handicapped children, and through the

extension of in-home programming. We hope to provide 300 new places for in-home services this year, which would enable parents to continue at home the individualized teaching program begun at the nursery school.

The day nurseries' computerized information system has been in operation since December 1977 and is beginning to provide valuable information about programs throughout the province. This system will be refined and extended to provide data on the current status of expenditures under the Day Nurseries Act.

The children's mental health services branch, while continuing to support a wide range of treatment programs, will encourage further development of non-residential forms of treatment. The children's mental health services information system has become operational this year and is providing valuable data for use by the centres as a management tool. A major review of the Thistletown regional centre has been begun this year to assist in defining the most appropriate future role for that important resource.

Turning to the juvenile corrections program, I would now like to outline some of the major initiatives that we plan to pursue in this fiscal year. As in all areas of the ministry's activities, we will continue to chart a course of normalization wherever possible. In that regard, we intend to continue our carefully planned and phased deinstitutionalization for most of the children within the corrections system. This will mean the closure of most of the province's training schools. It is our belief that group homes and other community resources are more appropriate for the majority of young people who are now being sent to training schools. The emphasis then will be on enabling young people to function within their respective communities as much as possible with appropriate support and supervision.

It's obvious that this commitment to community-based care depends largely upon the resources available. Our program to deinstitutionalize will proceed at a pace consistent with the community's ability to replace the training school setting with more appropriate rehabilitation resources. With the closure of training schools, however, we recognize that a small number of troubled children and youth will still need an institutional setting. These youth, who may be a danger to themselves or others, will be accommodated in training schools with high staff-student ratios which can provide them with a wide range of care and rehabilitative services on an intense and individual basis.

The repeal of section 8 of the Training Schools Act in 1977 precludes sending children to training schools solely for unmanageable behaviour. Projects to assist in the placement of section 8 wards, and to help section 8 wards in the community, were undertaken this past year.

**Mr. McClellan:** Don't you mean low staff-student ratios in training schools or do you mean—

**Hon. Mr. Norton:** High staff to student ratios, yes, not high student to staff.

**Mr. McClellan:** It's usually expressed the other way.

**Hon. Mr. Norton:** Well, as long as the message is clear—

**Mr. Cooke:** He will tell us a year from now, he warned us.

**Hon. Mr. Norton:** In addition, a review of section 8 children on placement has just been completed, as has a project to provide special individualized care for hard-to-place training school wards.

We are all aware of the problems of the hard-to-place child and recognize that those problems provide one of the basic tests for our reorganized children's services. We have expanded the individualized approach on a contract for service basis and we are attempting to shift dollars to match the particular needs of children rather than have children fit into pre-existing funding or structural patterns.

A \$200,000 program for individualized services for hard-to-place children has been provided by re-allocation within the budgets of two children's aid societies in Metropolitan Toronto; by the central youth services and funding from this ministry. This support will allow expansion of the program to include probationers and children referred by children's aid societies and others where their needs are not being met by existing resources.

In terms of prevention, we are negotiating a federal-provincial cost sharing agreement to support the further development of screening and diversion programs intended to limit the number of children brought before the juvenile court.

In the area of observation and detention, a considerable amount of work has been accomplished this year. A major operational review of the observation and detention homes has improved administrative and program procedures very dramatically.

The observation and detention home branch is currently reorganizing the provision of short-term, pre-dispositional holding facili-

ties. Children detained in such facilities by order of the family court judge will often require a variety of specialized assessment resources. The homes' personnel will function in an advocacy role which, in part, is to ensure that children receive adequate assessments as ordered by the court and to provide the court with observations on the behaviour of the child who is in care.

This year we have allocated \$1.7 million for the development of a four-stage model of such temporary custody which would include locked homes, lockable homes, open homes, and in-home supervision. This plan will allow for a much more flexible range of services to meet the needs of children awaiting attention by the courts.

The ministry has also established a task force on family court clinics headed by Mr. Barry Lowes, chairman of the training schools advisory board, which will make recommendations regarding the development of assessment services for the family court and which will deal in detail with the relationship between the family courts and the court clinics.

A task force on the use of detention has recently been formed under the direction of Professor Richard Gathercole. This task force will consider issues such as non-judicial, involuntary committal; committal to mental health facilities; reasons for committal; and who properly may be committed. This task force and my ministry will consider all issues arising out of the committal of people to mental health facilities which have been raised during consideration of the bill by this committee to amend the Mental Health Act.

Several programs for children remain to be transferred to the ministry. Negotiations for the transfer of children's units in psychiatric and general hospitals have taken place over the past year. Our staff have met with the chiefs of the hospitals concerned regarding the funding of services and negotiations now are being completed. We have agreements which satisfy the hospitals and hope that contracts will be signed shortly by the hospitals involved and the Ministries of Health and Community and Social Services.

I would like to turn now to the major work being done in planning for the restructuring of children's services. In the area of standards development, a great deal has been accomplished. A paper for public consultation is being prepared under the guidance of a provincial standards development advisory committee headed by and composed of a group of knowledgeable representatives from



the community—I think that should read headed by Michael Ozerkevich, and composed of a group of knowledgeable representatives from the community.

The paper will deal with a proposed approach to standards development in Ontario, including discussion of the need for standards, such as measures for accountability and implementation of standards for residential care. A proposed set of standards might govern children's rights, programming, staff training and qualifications, community integration, organization and management and physical plant issues.

In the area of funding, a policy paper will be released in a few months describing current planning, budgeting, funding and accountability processes in the child care network and the problems associated with them. A proposed integrated system for financial administration of all children's services will be put forward which will ensure an equitable and rational means of distribution of funds while improving accountability for the delivery of funded services. We have already begun this process with a number of important procedures, a major one being the development of a detailed contract with Brown-dale (Ontario) Limited, the largest of our children's mental health centres' programs.

A policy paper on assessment is scheduled for the end of the summer. This paper will analyze the nature and place of assessment in a functionally integrated system of children's services. It will consider types, components and purposes of assessment and will address key issues such as availability, access and funding.

In the area of children's rights, a policy paper on advocacy is being developed. It is intended to assist in the development of criteria, procedures and structures to ensure ongoing child advocacy in the children's services system. This paper will concern the determination of criteria and requirements for protecting rights of the child and his or her family against inappropriate intervention. It will propose a model for ongoing monitoring and tracking to ensure minimal use of secure placements and to assist in the placement of hard-to-place children. It will address the issue of advocacy for individual children where appropriate and for the population of children in care as a whole.

In the area of legislative change, the staff of the ministry has begun to develop plans for long-term changes to children's legislation in the form of an omnibus bill. This bill will reflect the work done in both standards development and organizational change. The work may take several years to complete.

As well, my staff is engaged with other ministries of the provincial government in developing an Ontario response to the Young Offenders Act. We hope to finalize this response later this year.

In the area of provincial-municipal concerns, my staff has been engaged in the issue of zoning, particularly related to group homes for both children and adults. As well, we have been liaising with municipalities on cost-sharing issues related to the establishment of local children's services committees.

Finally, we have established a task force to determine the role of the volunteer. Our goal is to determine how we can best make use of those essential resources, the private sector and the individual volunteer.

[2:00]

I could go further to outline the large number of activities presently being undertaken within the ministry on behalf of children with special needs. Suffice it to say the list would be too long for this occasion. However, what I have outlined will indicate to you the commitment shown by the ministry to take responsibility, in co-operation with the private sector and the local community, for the care of children in our charge.

I would like to now elaborate upon the second program delivery thrust of the ministry, our accomplishments and initiatives with respect to adults. I might add that the programs to which I will be referring involve the work of social resources and developmental resources divisions, the adult aspects of which will be consolidated in October of this year.

The program priorities and goals of this newly-designed adults' division are in keeping with those general principles of the ministry which were addressed earlier. To reiterate, these are the strengthening and maintaining of family life, a commitment towards the greatest degree of community living and independence possible and the decentralization of decision-making in an effort to improve service delivery. It is clear that these underlying principles will have a major impact on the program concepts of the ministry as a whole. The changes proposed for the adult services division, in the light of these principles, promise to be far-reaching.

I would like at this point to address some of the major programs, goals and initiatives that will be undertaken by this new division.

In the income maintenance area, the ministry is currently conducting an internal, comprehensive re-examination and review of family benefits, general welfare assistance



and rehabilitation training allowance programs. This review is directed towards the co-ordination of the current system of income support with a view to greater efficiency and effectiveness in meeting the needs of our recipients.

One of our ministry principles, that of making maximum use of available resources, is evident in our current efforts to enhance the efficiency of our income maintenance programs. As members can see from the estimates summary book, nearly \$600 million or 50 per cent of the total budget of the ministry goes towards the provision of social assistance through family benefits and general welfare assistance programs. When one looks closely at the delivery of assistance through these two programs, one administered at the provincial level and the other at the municipal level, it becomes apparent that there is a high degree of duplication.

A study of the programs shows that there are more similarities than differences in the administration, and in people served by the two programs. While family benefits are intended to deal primarily with recipients requiring aid for extended periods of time and general welfare system for the short term or emergency needs of people, there is much overlap and duplication between the two programs.

I would say that about 60 per cent of the recipients of family benefits come through the municipal welfare system. Many of the forms used in both programs are similar, if not the same. As well, a large portion of the provincial case load is being handled by both levels of governments in any one month.

An example may be a person who is granted general welfare assistance by the municipality, and is then referred to the province for the long-term family benefit. Provincial officials see the person and complete the same documents which were completed a month earlier by municipal officials. Assistance from the province is provided and then the person may be sent back to the municipality for supplementary aid or for items which are required over and above normal expenses. I think members would agree that if the two programs are intended to do the same thing and, in many instances, for the same people, then both the ministry and municipal governments need to be working more closely to utilize our collective resources, so that the needs of people are met more efficiently and with less inconvenience to them.

To bring about the co-operative use of resources, the ministry will be decentralizing decision-making on family benefit cases to a district and local offices over the next two to three years, when it is practical. We will begin this process in October and will continue gradually phasing it in over that period. In the meantime, we in the municipalities are looking at other possible ways to eliminate a great deal of duplication and waste that currently exists in taking applications for social assistance.

One thing we will be looking at is the potential expansion of a system of joint intake for applications. This system has already shown positive results where it was introduced in some municipalities on a limited basis. Another option we will be looking at is complete sharing between the province and the municipalities of information and documents related to social assistance. Therefore, I am planning to set up a joint committee with representatives from the ministry and municipalities to study these and other options and make recommendations regarding their possible implementation.

The ministry is also preparing a manual of policies and procedures to assist welfare administrators in administering the social assistance legislation. The provincial legislation dealing with welfare allows and encourages a considerable degree of discretion in each case. However, we also want to ensure that the law is applied in a consistent manner across the province and this is the main purpose of the manual.

Another beneficial aspect of the manual will be to reduce the number of items which require individual approval on each application for assistance. This will reduce the amount of time required for processing an application.

In other areas, our review of the income maintenance area is directed in part towards the establishment of more positive work incentives for sole-support mothers and the disabled and the gradual elimination of areas with sex discrimination.

In addition to our review of work incentives for sole-support mothers, the ministry has taken positive steps to improve the quality of life for FBA parents and encourages their independence by helping them towards employment. For the past year and a half the ministry has been running, jointly with the Canada Employment and Immigration Commission, an experimental project to assist sole-support mothers on family benefits who wish to obtain employment. This project in the west end of Toronto has been success-

ful in helping women into training and employment and during the coming year it will continue to increase the number of women it serves.

Elsewhere, during the past fiscal year the ministry has operated or funded through purchase-of-service 25 other projects across the province to assist mothers on social assistance. One half of these projects provide life skills training, matters relating to budgeting, household management, et cetera, and the other half have provided vocational counselling and help with obtaining training and employment.

In the coming year it is the ministry's intention to encourage and support this new thrust in our income maintenance programs. More resources will be allocated to providing counselling and support services for sole-support mothers who wish to become independent through employment. It is also our intention to develop a more positive approach in the utilization of existing social assistance funds towards increased creation of significant long-term employment of all capable recipients, in order that they may become fully self-supporting. We are currently looking at options and anticipate making some proposals to the federal government for cost sharing on these in the near future. In the meantime, we are encouraging all municipalities to come up with positive ideas on how existing resources might be used in the creation of additional employment opportunities.

As part of the ministry's continuing commitment to improve support services in the community, we are now in the process of reviewing the handicapped children's allowance. As you may recall, when the program was introduced nearly a year ago, it represented a completely new initiative, the provision of financial assistance to families who cared for their handicapped children in the home.

Initially the program was introduced on a selective basis, as the ministry had very limited experience in this new area. Our intention, as stated at the time, was to develop and improve the program systematically.

A comprehensive assessment of all aspects of the program is now under way and is in fact near completion. I expect to announce the introduction of a simpler and more effective program in the coming months. As part of the review, the ministry is considering the development of specially designated and trained field workers who would be better equipped to deal with the unique problems of families with handicapped children. It is our hope to promote a simpler administrative process

where there is maximum client self-selection on income grounds. In this area, we would hope to use the extensive knowledge of our vocational rehabilitation assessment committees to aid in the identification of the severely physically handicapped child.

This mention of the vocational rehabilitation workers leads me to yet another of our prime concerns. Our vocational rehabilitation branch staff and workers in the field have been key people in the developments around the provision of transportation for the physically handicapped and in the development of special home-care programs for physically handicapped adults because of the special knowledge which our workers have through their many community contacts, and most particularly because of their special knowledge of the needs of the physically handicapped adults in this province in a similar way to that in which we are addressing the needs of the developmentally handicapped adults—that is, in promoting the development of community living and independent living opportunities.

We recognize the numerous initiatives taken by this handicapped group themselves and wish to respond to these initiatives in a supportive way. I'm confident that there is a great potential in the application of the concepts of the home-care package with which a number of groups have experimented. I've examined the Clarendon House concept and believe there is a great opportunity here for independence and self-realization for some of the more physically disadvantaged of our population. If we can link our efforts in the home-support area with those opportunities which have been afforded through the experiments in transportation services for the physically handicapped, we may well be able to ensure increased capability for the disadvantaged to function financially and socially within their own communities.

**Mr. McClellan:** Of course, you can. That's not at question. It's a question of adequate funding.

**Hon. Mr. Norton:** I'm addressing here the issue that there are other levels of government involved, as well as other ministries within our own government.

**Mr. McClellan:** You keep discovering the wheel.

**Hon. Mr. Norton:** No, I've been aware of the wheel for some time.

**Mr. McClellan:** You should try it then.

**Hon. Mr. Norton:** The first time I saw you, I knew what one looked like.



I discussed earlier the co-ordination of the income maintenance system. This co-ordination will also affect the training programs under vocational rehabilitation services because we are taking action to ensure that the rehabilitation allowances are brought completely in line with the family benefits program and are administered through the same income support system as is provided for regular income maintenance clientele. This will go a great way towards equalizing payments for training and providing trainees who are physically handicapped with the same financial advantages which exist for the non-trainee in the area of income and asset limitations.

With respect to other activities in the area of vocational rehabilitation, I would like to describe briefly three other topics for the information of members of the committee. We have developed a baseline data instrument which has five broad objectives in terms of what is achieving for the ministry. This system provides an accurate description of the target population served by workshops. It also gives us a comprehensive picture of program components and activities and provides a clear overview of staffing utilization and production. The system assists workshops in determining whether their programs are meeting all objectives and also assesses their programs as they relate to the ministry's employment objectives. In addition, the system provides a detailed data base for the information of our field personnel.

Implementation of the rehabilitation information system is under way and the conversion of files in a number of our district offices will be completed by the fall. This will enable staff to retrieve information readily to assist in planning for the enhancement of our service delivery system.

With respect to decentralization of decision-making to district offices of vocational rehabilitation services to individuals, that process is virtually completed. This approach will result in decisions that are made more quickly and are more responsive to individual and local needs.

One of the goals of our overall review of the income maintenance system will be to provide greater latitude for the handicapped, relative to their own earning capacities. This can be achieved through a range of incentive exemptions which will provide material rewards for efforts at self-support. In response to concerns expressed by the advisory council for the physically handicapped, we will be examining ways to improve work incentives for the physically handicapped.

Our continuing emphasis on assisting people to remain in their own communities and homes is evident in children's services and services for the developmentally handicapped, but it is probably most clearly delineated in our ongoing development of community support services for Ontario's senior citizens. Ontario's homes for the aged will continue to develop with other community groups. Expansion of the program is anticipated to continue this year, using existing facilities in various areas. As well, we will continue to provide for program expansions and enhancements.

Sufficient funds have again been made available for the homemakers' and nurses' services program this year to meet a substantial increase in the utilization of the service. This program is currently undergoing study with a view to increasing the types of services to be offered, and also to determine a more equitable method of assessing the individual's ability to pay for the services.

[2:15]

We are somewhat disappointed with the responses of municipalities and Indian bands to the government's initiative in the home-support program, which employs young people to assist the elderly and handicapped living in their own homes. Nineteen municipalities and 12 Indian bands responded to the program, and in the majority of areas they have recorded a very positive experience. A total of 172 full-time jobs were made available in the municipalities and 12 with the Indian bands.

Following the first year's experience with the program we have introduced new guidelines which provide much added flexibility in the way the program may be delivered, and we are looking for additional activity this year. The current review of homemakers' and nurses' services will also examine the feasibility of incorporating the home support program into it. With regard to the elderly persons' centre grants, it is my firm intention to continue to support the many fine services provided by these centres.

Let me just turn for a moment to how the changes we are planning and the organization of the ministry will affect programs for the retarded. Earlier in my remarks to this committee I emphasized that adult services under the development resources divisions will be consolidated into one division, adult services. There is something left out of that sentence I think. What it means is that adult services and those adult services in the developmental resources divisions will be consolidated into one division called adult services. Similarly, children currently within



the care of that division will then be provided for under the program direction of the children's services division.

This represents another step in the progression of development of services to the retarded through the regular service delivery agencies, which is surely a further logical step towards normalization. It means, as well, that the ministry will accept full responsibility within its regular operational structure for the provision of the special services needed by the retarded without resorting to a separate organizational division for that purpose.

Emphatically, this does not mean any lessening of interest in, or responsibility for, the ongoing development of programs to encourage normalization and efforts towards making it possible for the developmentally handicapped to adapt and live successfully within the communities in which they reside. In fact, a regional approach to planning and delivery will enhance the integration of community and facility services. Senior management of the ministry, led by myself and the deputy minister will continue to be the focal point for enhancing programs for the mentally retarded.

One other point I want to stress is that these changes will be phased in over a period of time. They will not be implemented overnight. We are acutely conscious of the importance of ensuring a continuation of services and a preservation of those elements which have proven worthwhile and successful heretofore. We have no wish to undo all the progress which has been achieved during the last few years, particularly in the area of the provision of services to the developmentally handicapped.

Today, at a minimum estimate, more than 65,000 mentally retarded people are receiving help through government programs of one type or another. Some of this development has been directly due to reducing the total number of residents in our facilities through the provision of community-based living and support services throughout the province.

During the last fiscal year, a further 269 residents of facilities were placed in community-based accommodation. During the present fiscal year, our expectation is to place another 300 or more people from facilities into community accommodation.

A major step in reorienting services to the mentally retarded in the community was made this year with the announcement of the establishment of a system of 10 to 15 homes, and a central core residence in Etobicoke.

We will be bringing into Metro Toronto some 150 people from ministry-operated facilities around the province where they will be near family and friends.

This move represents a new direction by the ministry, because these group homes for severely and profoundly retarded people will be the first ones run directly by the ministry.

In addition to reducing gradually the number of residents in our facilities we have also embarked on individual training programs and plans to prepare residents for discharge into the community. We have developed individual programs for about 90 per cent of the residents in our facilities. We will complete the remainder this year.

While I won't attempt to discuss in detail, at this point, the many programs we have undertaken in our facilities to reduce the incidence and severity of mental retardation, a brief mention of several, such as genetic counselling, research studies into the causes and treatment of mental retardation, and the establishment of special units for those who are blind, deaf, or emotionally disturbed, is indicative.

Again, in this regard, we will establish 10 special units to meet the needs of residents with sensory handicaps, to serve up to 150 people in the larger facilities. As well, we expect to establish six highly specialized units for acutely-disturbed mentally retarded in conjunction with the ministry of Health.

As I have indicated already, our main thrust in programs to the retarded has been to foster and encourage the development and integration of community services and resources which provide community living and opportunities for those in facilities and those already in the community. I am pleased to say that as of April 1 this year another 423 accommodation places in the community were opened and, therefore, we are currently providing some 1,900 places for the mentally retarded in community based residences.

As well as the community accommodation places we are developing, we have expanded the number of our protective service workers to help serve 5,000 needy clients in their communities. With the expansion this year in workshop places for the mentally retarded we are now helping over 5,800 people with employment opportunities. Special support service projects are also providing services in the community to over 6,000 persons. In the coming year, we are anticipating further expansion in all basic areas, as can readily be seen from the estimate summaries provided.

The members are also undoubtedly aware that while considerable progress has been made in gaining general public acceptance for the development of community based homes there has been some public resistance to zoning changes which would permit the retarded people to live in the community. In this regard I consider the cabinet's reversing of the Ontario Municipal Board's decision which would have prevented the establishment of a group home on Haig Boulevard in Mississauga as clear evidence of the government's continued support in developing local resources for the mentally retarded.

At the time of that decision I said I hoped the communities across this province, after this decision, would see a pattern and realize that there is a message there. I believe that message is being received by municipalities and neighbourhoods. In particular, I would single out the city of Toronto as an example of municipal leadership in this issue. Earlier this year, in consultation with my ministry, Toronto city council adopted a policy of allowing group homes in all residential areas of the city, subject to reasonable and necessary conditions to ensure the quality of the programs and the preservation of desirable characteristics of the neighbourhood and, therefore, community living.

I also note the work under way in many other municipalities; in particular, the boroughs of Scarborough and Etobicoke and, I am pleased to say, finally the city of Kingston.

**Mr. McClellan:** Are there any others?

**Hon. Mr. Norton:** There are others where interest has been shown. I am not sure that they have progressed to this point.

**Mr. McClellan:** Thoughts have been thought on the subject in other than those three?

**Hon. Mr. Norton:** Yes. I am not aware of any place where there are applications being held up at this point by a resistance.

**Mr. Blundy:** What actually is the policy? Is there a policy laid down by these municipal councils? What is being done?

**Hon. Mr. Norton:** The approach is through the amendment to their zoning bylaws, and basically the model that seems to be catching on is the model that was established by Toronto, providing for group homes in any residential area, but with certain requirements in terms of distances of separation related to the number of residents in a given home.

**Mr. Blundy:** A good idea.

**Hon. Mr. Norton:** As well as that direct commitment to community living, my ministry

and the Ontario Association for the Mentally Retarded are jointly developing a public education program to create greater public understanding and acceptance of the retarded so that they may enjoy full participation in their community. Through this program we hope to enhance positive support for the potential and the rights of the developmentally handicapped.

In terms of our successes to date, one of the reasons it has been possible to achieve such progress in helping the retarded in such a short time has been because of the significant support and dedication of many communities at every stage of the way. Much of this success has been focused particularly at the community level by the district working groups, in carrying out basic planning to meet local needs for the mentally retarded. The key to the continued development of community-based services and programs through the local working group process is one to which the ministry is committed.

The role of the local groups will become even more important in the new structure of the ministry which I talked about earlier. They will be a focal point in ensuring that there is co-ordination and effectiveness in the planning and service delivery to the mentally retarded population.

Changes in the area of support brought about by the Family Law Reform Act will have a major impact on the responsibilities of our field staff and the staff of the municipalities. Our workers will be required to provide more direct and intensive support service to persons in need of, and entitled to, support under this new legislation. I believe our parental support workers can be of major assistance in establishing realistic evaluations of available support which may be of immediate or subsequent value in permitting single parents to manage without public assistance.

We will also be making additional efforts in expanding the role of private resources, through personal and financial counselling, to families in need. We are strengthening our relationship with family service agencies, credit counselling facilities and a variety of other social service agencies to augment this system of family support.

Finally, I turn to the full range of our partners, the municipalities in particular, whom I see playing a greater and greater role in assisting this ministry with these responsibilities in the areas of homes for the aged, social services, income maintenance and programs for the physically handicapped. I wish to give credit and acknowledge the efforts of the Municipal Social Services Liaison Committee, the advisory committees on



senior citizens, the Rehabilitation Workshop Council, and the wide variety of umbrella organizations which, on a consultative basis, assist us in the area of policy formulation.

Before concluding, I would like to reaffirm my ministry's commitment to provide all possible assistance to people with special needs. Of course, we will be providing services within the very real economic limitations faced by both government and the people of the province of Ontario.

I would like to reiterate some of my earlier remarks regarding the reorganization of the ministry.

First, restructuring of the ministry will proceed in an orderly and rational manner to avoid any possible deterioration in our services to people.

Second, during the period of transition, we will remain responsive to public demand in fulfilling our mandate. This is a natural progression from the main objective in mind for this reorganization, which is to improve service to our client groups through a more decentralized approach with a more local decision-making capability.

Finally, all changes will occur in the continuing spirit of accountability to the people of the province.

As the examination of estimates proceeds, I'm sure we will have an opportunity to discuss in detail the programs which I have touched on in these opening remarks and also for me to answer any questions that you may have. I promise you that, since this will probably be the only day we have before the summer recess, any updated statement I may have for the opening in the fall will not be any more than half the length of this one. It will just be to bring you up to date on progress over the summer.

**Mr. Blundy:** Mr. Chairman, Mr. Minister and members of the committee, this is my first opportunity to participate in the debate on the estimates of this ministry. I am looking forward to participating in the discussions and commenting on the various expenses of the Ministry of Community and Social Services.

I was very interested in hearing the minister's statement. The number of task forces, policy papers, et cetera that was referred to is absolutely amazing. I hope that what they produce will be as amazing and I hope we are all here long enough to see some of these things come to fruition.

Before I get into my prepared remarks, I also want to mention that I am very interested in the delegation of decision-making to the local community. I know this isn't going to

happen overnight, but I do hope it will be expedited and that the ministry will make every effort to set up this system as soon as possible. I happen to be a very great believer in local autonomy and local input. I know that the people in the local municipalities are probably better able to help make decisions in matters of this kind than any of us sitting around this table.

[2:30]

The first thing I wrote down when the minister was giving his remarks was "restraint." Mr. Chairman, as you have heard me say several times before, I would be the first person to say that this government must try to reduce expenditures. I have always said this. This government must try to balance the budget. This government must try to end the devastating deficits that have been accruing each year.

I do not intend to take time today to tell the government how to do that—I just hope they will continue to do that—but I do want to take a moment today to tell the minister I do not believe that the Ministry of Community and Social Services is an area in which government restraint should be carried out. In today's socially and economically difficult times, we are going to see a greater demand and a greater need for family benefit allowances, child care, and assistance to the elderly. With continued high unemployment we will see the municipal community and social service agencies having to provide more and more in the way of welfare for unemployed people and their families. Let us practise restraint where we can, but let us do so without hurting the very lives of the people we are trying to serve.

In my remarks I will be discussing, among other things, the current problem of child abuse. The remarks that follow have been put together prior to the minister's presentation yesterday of the Garber report, also known as the task force on child abuse. We will have an opportunity to debate this report in greater detail later.

All I would like to say at this time in that regard is that child abuse has been around for a long time and it is imperative that this ministry emphasize preventive measures in this area. Child abuse has been a topic since the days when the Honourable Rene Brunelle was Minister of Community and Social Services. The incidence of child abuse was alarming then and is increasing now. So I would suggest that study, people, and funds are going to have to be employed in this particular area of his ministry in our province.



Regrettably, there is very little time available to us to respond to the budgetary policy of the Ministry of Community and Social Services. I realize we will have a good deal of time in the fall, but even that will be brief considering the task on hand. Our task is to review the past spending record of a ministry which expects to spend this year nine per cent of the total government budget, a budget that has increased by \$89 million since last year. This matter deserves our careful and detailed consideration.

We in the official opposition feel we have a particular responsibility to review changes in government administration policy, especially as it relates to attempts to reorganize this ministry into units which consolidate services to the children and adults of this province. Since 1974, my leader and Liberal colleagues have been imploring your government to rationalize "quality and care" and public funding of these services.

Now, in 1978, we are pleased to see some positive steps are finally being taken to reassess and revamp areas of this vast bureaucracy. We sincerely hope that the billion-dollar budget of your ministry will, in the near future, ensure the very best delivery of social services in Ontario. However, future success will depend to a large extent on recent performance and resulting credibility. This, Mr. Minister, is where I have some reservations about proposals made and the actions already taken.

To illustrate the dilemma created by a public policy which falls far short of effective implementation, there are, I believe, four terms which have become synonymous with your government's stated goals in social services. These are deinstitutionalization, prevention, family, and consultation.

I think the minister will agree that services to children, the elderly, and the disabled are all ultimately affected by policy initiatives to which these four words are key. May I take this opportunity to clarify for this committee what is being done, or rather what is not being done, in these areas.

First of all, the concept of deinstitutionalization is a grand one, conjuring up notions of individualism, independence, and new lifestyles which are preferable because they are more normal. Thus society, as a whole, can more easily recognize and respond to the needs of those who require assistance.

Deinstitutionalization is also more appealing because it is less expensive for the taxpayer to offer treatment and support services in the community. I submit to you, Mr. Minister, that the way in which you and your government have promoted to the public this

idea of deinstitutionalization has been simplistic and naive. Ultimately, the government's policy in this connection could be harmful, if not actually cruel. You have filled out one-half of the equation, forcing people to leave expensive institutions, but you are not developing alternative programs to help them function once they are back in the community, to the extent required.

The elderly, for instance, have had their institutional options narrowed in the last couple of years by a government freeze on nursing-home bed availability, by the selectivity of admissions to private nursing homes, by a subsequent overloading of chronic-care facilities and the relatively expensive cost of senior citizens' residences. The fact that fewer healthy seniors are entering institutional care is, on the surface, encouraging. But, where is the support to help them function in the community?

Last year, your ministry fell short by \$1.8 million on its pledge to provide homemakers' and nurses' services—fully 24 per cent less than was budgeted. Elderly persons' centres are another example of facilities which in some communities, including part of Toronto, have to be more than recreation centres, providing all sorts of outreach programs because no other support services exist. These centres actually had less money paid out to them in operating and capital grants combined than was budgeted for in last year's estimates. In the coming year the budgets will be decreased by a further \$30,000.

Another striking demonstration of your ministry's utter failure in committing itself to community support programs is the volunteer program for seniors which has been operating for several years in municipalities of 25,000 people and less. Last year, the program received approximately one third of the expenditure allotted to it, and in 1978, the estimated budget of \$94,000 for this item is still \$58,000 less than it was in your 1977-78 estimates.

Many physically handicapped adults are also anxious to be self-reliant contributing members of society, but their participation in the community is hardly encouraged by your government's commitment to transportation programs for the disabled. Last year, the budget for these programs was underspent by \$182,442. And this year, you have seen fit to award this item just \$100 more than your estimate for last year. Transportation for the physically handicapped, including the elderly, is obviously a low priority in your ministry's scheme.

Possibly the minister is thinking that I have been carefully selective in mentioning programs which, one, are not representative of the total effort of the ministry; or, two, whose potential has not been realized due to an underdeveloped matching commitment in the community. I can easily dispel such an idea by pointing out that under votes 2802 and 2803, where the major portion of community support services can be identified, all but two programs had budgets which were underspent in this fiscal year.

Among items not mentioned earlier which were not fully funded in 1978, are: training allowances and rehabilitative expenses for the disabled and the hard to employ, family crisis intervention, family counselling services, and sheltered workshops. There are figures in the budget that will show the points I am trying to make in each of these cases. In protective and other supportive services for the mentally retarded, comparing last year's estimates figures with the latest interim spending figures in community support services, I see that more than \$18 million was left unspent.

Darcy would like that, but will the people of Ontario?

There is no possible reason why this should be allowed to happen. If the communities of Ontario are not responding well to home-support programs for the elderly, the mentally retarded and the troubled, it is because your ministry has failed to educate the public adequately as to their responsibilities and ways in which they can help. If community home support is of low priority when local politicians and social agencies make their funding decisions, it is because your ministry has not fostered confidence in the success of the program and its benefit to the community.

Prevention is another word much used by the minister when emphasizing the new approaches necessary to alleviate human tragedy and subsequent spending problems. I would submit, however, that prevention programs in social services in 1978 are most aptly described as a myth.

In 1965, provincial legislation bestowed on children's aid societies the responsibility of preventing suffering before it can turn into tragedy. Since that date, these societies have been ever-conscious of this special and important responsibility. Yet increasing case loads have not been matched by provincial grants. In several CAS jurisdictions this means that some front-line case workers must take up to 50 cases at one time. As several of these workers told me not long ago, at a

meeting of CAS front-line workers at the Royal York Hotel, a case load of 50 means that only the emergencies receive attention. Files must be closed on others who have passed out of the crisis stage but whose personal circumstances are still potentially explosive. What so-called prevention can be practised in this situation? I would suggest that very little prevention can be practised and become useful. The Ministry of Community and Social Services is ultimately responsible for the failure of a children's aid society to work as an agency of preventive care when it sets unrealistically low budgets for the proper execution of all society responsibilities.

I ask the minister, where in his ministry budget is there a portion of money specifically set aside for specific prevention purposes? All I see are task forces to study problems after public outrage demands some ministry reaction, or operational reviews on data collection methods, et cetera. If the minister's response is that it is the function of each CAS to determine the amount of money that should go toward prevention rather than crisis-management, I ask has the minister ever determined what he thinks is an adequate budget allotment for the success of CAS prevention programs?

Mr. Minister, I know of 11 CAS jurisdictions in south-western Ontario alone which feel that current pressures on their financial and personnel resources will lead to further delay in the implementation of prevention programs. Furthermore, does the minister not think a CAS client case load of 50 is too high, and if so, how would he change that situation, which, in my opinion, needs changing very greatly?

Finally, does the minister have any idea how many of the 50 or so children's aid societies are able to conduct local assessment and research in the areas they service in the hope that they may better promote preventive child-welfare practices?

[2:45]

Child abuse is a major concern in the province today. A number of tragic and pathetic cases of child abuse have been publicized in the last year. The deaths of Kim Anne Popen, Vicky Ellis, Adrienne Pacquette and others have moved you to establish a child-abuse task force, and an investigation into the practices of the children's aid society in my own municipality is about to get under way.

What else is being accomplished in the area of child abuse? First of all I would mention that the child-abuse program is not itemized in this year's estimates as it was in 1977 and



1978. Nonetheless, we were able to get a breakdown of these figures from your ministry after it was explained that a clerk had forgotten to type them in. The mistake apparently went unnoticed, even during the final revisions made to the briefing material that caused it to be late in arriving at the desks of the opposition parties. When I found out that the child-abuse budget estimate was underspent by over 50 per cent, or \$193,100, I thought the minister had far more cause for shame and embarrassment at that than at a clerical error.

Secondly, your ministry's child-abuse office is still seriously understaffed in relation to the impact they are expected to make province-wide in establishing child-abuse prevention strategies. Dr. Herbert Sohn, director of the office, is doing a commendable job—and I have heard that from many quarters, I must say, Mr. Minister. However, there's no doubt that his office is seriously understaffed and cannot effectively accomplish the needed action in this important program in a short time. What happens when someone in this office gets sick or goes on vacation? There are so few people in that particular area of your ministry. Your ministry has given too high a profile to its crusade against child abuse to have this office so seriously understaffed and unable to use its budget to the full extent.

Third, I compared with last year the list of your four initiatives to be undertaken by the child-abuse office and see only one new one this year: to consult with other Canadian jurisdictions for information, exchange and education programs on child abuse. That's the addition. I see nowhere in the estimates briefing book or in any publicly-released ministry material the aim of your ministry to prevent the sexual and emotional abuse of children. At the annual meeting of the Ontario Association of Children's Aid Societies where you gave an address last month, I also learned from front-line social workers that they feel ill-equipped to detect or pursue cases of sexual abuse on children. They expressed the need for training so they could make competent assessments which would be credible in court proceedings. Can the minister tell me at this point if in 1978-79 there will be an effort to give training to front-line workers in this area?

In sum total, I would say that prevention programming fostered by your ministry is more myth than reality. Prevention programming must start early in a family's life, identifying potential problems rather than reacting to the aftermath of human tragedy and public outrage. Presently, your ministry allocates an average of \$50 a day to the upkeep of

troubled teens in youth institutions but little priority is given by you to real prevention programs.

At this point I would like to relate so-called policy thrusts in deinstitutionalization and prevention to the concept of the third keyword, the family. Your colleague, the Provincial Secretary for Social Development (Mrs. Birch), has made passionate pronouncements about the family this year. In a speech in April, 1978, entitled, "The Family: Intervention or Autonomy?" the minister stressed the fact that there are no easy solutions to difficult family problems and that most problems tend to resolve themselves.

While I agree that some families have endless abilities in coping with change and stress, I feel that more and more do not in this fast-paced modern society. An unprecedented number do not even resemble the traditional family any more. There are now more than 202,450 single-parent families in Ontario, according to the 1976 census, I believe. Some 168,450 are headed by working women with children; and in two-parent families there were 880,000 wives who worked for remuneration that is considered essential to the maintenance of the family's well-being.

I feel there has never in recent history been a time when the family was more vulnerable to conditions in the socio-economic environment in which we are now living. For instance, the availability of day care is crucial to a single parent who works, yet last year regular day nurseries received \$3.9 million less than was estimated for operating costs. Capital developmentally handicapped, it was the same case.

The restraint of public budgets can only lead to fewer subsidized day care placements being made available. In Toronto, infant care isn't even offered in municipally run homes except to the developmentally handicapped. Finding child-care arrangements is exceedingly difficult for the mother who is employed full time in a low-income job. When parents turn to unsupervised private day-care arrangements, as so many of Metro Toronto parents have to do, there is often considerable anxiety due to the fear that the child is not being properly cared for and the fact that no alternative is available.

Inadequate day care is the cause of great stress in most middle- and lower-income families. It is also an issue that could be defused if only your ministry made a real effort to foster enough quality day care to meet the need.

The family unit is not the same as it used to be and we cannot change the realities of



modern society. However, it is a fact that someone has to care for our elderly, our children and our troubled people. Ideally, this would be the family, but your ministry cannot evade its responsibility to improve the circumstances which can strengthen the family.

Finally, I would like to briefly sketch for the minister what I have seen of policy stemming from the fourth word, consultation. I have seen children's aid societies racked by uncertainty because they cannot get a solid answer from the ministry about the possibility that local children's services committees will replace their function. They are charged with incompetence when things go wrong and ministry memos fly in every direction in attempts to outline specific policy that will absolve them of blame, if and when the problem arises again.

Meanwhile, these increased demands for CAS accountability tend to exhaust an over-taxed operation. At budget time, the concept of consultation is a bit of a sham when a deadline is set for submission of each society's figures but the ministry fails to reciprocate the favour. The Algoma Children's Aid Society even had to take out a bank loan last year at 8¼ per cent interest just to cover the period in which it had no approved budget.

Inasmuch as some of these societies too can sometimes be criticized, I feel your ministry could show more confidence in them and establish better working conditions by strengthening the consultation process.

I would also point out I have seen little consultation between the Ministry of Community and Social Services and the Ministries of Education and Health. For example, your ministry announced this year its intention to deinstitutionalize many mentally retarded and troubled children. Communities are naturally anxious about how they can absorb these children into the schools. I suggest they would be extremely concerned about the cutback in the Ministry of Education's special education budget for this year. We were told earlier this year there was a committee working with both ministries on special education. What has it produced?

Consultation with the Ministry of Health has also been shown to be severely lacking in its ability to solve the problems of the physically handicapped in establishing themselves in the community. Medical assessments are not made in conjunction with ComSoc efforts to deinstitutionalize these people so they continue to languish in chronic care facilities and nursing homes while delays occur in acquiring assistance such as wheelchairs and prostheses.

The annual report of the Ontario Advisory Council on the Physically Handicapped noted this problem, but it was assured by the Minister of Health that a review of the situation would be made. When I asked Mr. Timbrell recently in the House for a progress report on this issue he seemed to know a little of its existence and offered only that some review was still in progress. Has the Minister of Community and Social Services also consulted with the Ministry of Health in an attempt to resolve this problem without further delay?

Perhaps the most telling approach to the "consultation" process used by your ministry was demonstrated in February 1977 when the ministry announced its plan to build a 150-bed residence for the mentally retarded in Etobicoke. Local residents were furious that they had not been consulted as to the nature of such a facility or its location.

The minister then reacted to what was termed a firm but mixed reaction from the community. He established a community liaison subcommittee which reported to a task force. Finally, a consensus in the community was reached and the project was allowed to proceed. Why did the minister commit money and effort to a project that would have a profound initial impact on a community without first taking into account local reaction? The minister is dealing in human services and should be constantly aware that he must impart confidence and credibility in the delivery of these services.

As much as the public depends on social services, it also deserves participation in decision-making that will affect the community. I suggest to you, Mr. Minister, that the public deserves to be better educated as to the need for community support programs, and I think your methods of consultation could be greatly enhanced by attitudinal change initiatives as they relate to community acceptance of the retarded, the elderly, the disabled, the socially disadvantaged and the troubled children.

In closing, I would like to point out that this ministry has faced criticism about its spending priorities and, also, just the fact that it spends so much. In the United States, HEW—Health, Education and Welfare—is undergoing serious financial assessments. California has shown with proposition 13 just how angry a community can get with heavy taxes for social programs.

I realize that government must control and rationalize its expenditures and I think your ministry has acknowledged this problem. You are undergoing a ministry reorganization and you are testing models that will hopefully deliver the very best and effective care possible.

Time alone will tell how successful this will be, but I think we must all be agreed that in these very difficult economic times we cannot risk severe cutbacks in essential programs. [3:00]

I mention this because I am disturbed by the relatively large increase in your ministry's administration budget compared to the program budgets for social resources, developmental resources and children's services. The percentage increase between the 1978-79 estimates and the 1977-78 estimates is 26 for administration, while it is only five for social resources, 10 for developmental resources and 12 for children's services. The difference in the administration percentage increase in the average of the three programs is 17. This trend was also reflected when I compared this year's and last year's estimated figures.

I want to assure everyone that I will try to co-operate with the minister to the fullest extent to provide for better services to the people in Ontario who can help themselves the least. We are not dealing just in bricks and mortar; we are dealing with human lives, human emotions and human needs. I will look forward to going through the estimates of the ministry in detail at a later time.

**Mr. Chairman:** The minister has indicated that a few minutes break would be appropriate. Would the committee agree to break for five minutes?

Agreed.

On resumption:

**Mr. McClellan:** This is the fourth or fifth estimates debate that I have participated in as NDP social services critic. I've lost track as we did two or three one year. Much of the material I will be going over is material we have gone over before, that I have gone over and that my predecessors, Mr. Martel and Mr. Lewis, have gone over, but the problems remain the same. Some of the problems go back as long as anyone can remember, but still no action is taken and still we have promises, promises and more promises. They are more sophisticated than ever now. The promises are contained in policy papers, consultation papers and reports of task forces, but still the problems remain.

While we were listening to the member for Sarnia's very fine leadoff, I was handed some material by our research people. I hadn't expected it to be available today, but I'm thankful that it is. I guess it relates to your central concern, the concern that was raised yesterday in the House in response to the report of Dean Garber's task force on child abuse. That was a very fine report with some very fine recommendations.

I was enormously disappointed at the minister's response to my request that the fundamental problem, being the lack of standards, guidelines and procedures with respect to the reporting and treating of child-abuse cases—that those standards could not be promised to the social development committee by the time that we start our hearings in September.

I am going to come back to that issue now in relation to a specific case. I refer to one of the cases that I raised in the House and in the estimates debate last fall; it is the case of Tanya Marie Lessard. The minister is probably aware that Tanya Lessard's father, last Saturday, was convicted of manslaughter in court in Ottawa.

I raised the case last fall because of apparent discrepancies in newspaper reports around what exactly had happened in this case. Just to refresh the minister's memory, there was a child-abuse incident shortly before the death of Tanya Lessard, who was killed when she was four months old, I believe. There was evidence in newspaper reports of some fairly profound discrepancies in what had actually happened in that case. To refresh the minister's memory and my own, because I was given the material just a few minutes ago, there was a child-abuse incident on May 6, 1977. The children's aid society was notified immediately and the child was placed in hospital. The child was then returned to the home, and in July of the same year the child was dead by manslaughter.

I had asked the minister, if my memory serves me correctly, whether there was evidence of abuse prior to the second assault in July 1977 which resulted in the child's death and whether the minister was satisfied with the procedures of the Ottawa Children's Aid Society in providing service to that family and in protecting Tanya Lessard, who appeared to be in a risk situation.

During the estimates last fall, the minister gave me an internal memorandum that dealt with the case which was prepared for him by his field staff and was directed to Mr. Macdonald, the then director of the child welfare branch. What is interesting in the report is that it states that there was no reason to anticipate the destructive incident on July 30 and that there had been regular visits to the family by the children's aid society and the public health nurse through June—and here I will read the relevant sentence from this memorandum: "Subsequent children's aid society and public health nurse visits through June and up to within one week of the actual death suggested that the baby was being adequately cared for. The baby was also seen by the family doctor on July 12 and by a



specialist regarding a skin rash on July 7, and no suspicion of maltreatment was raised on either of those occasions."

[3:15]

The important thing to note is that the children's aid society and public health nurse had been visiting, according to this, up to within a week of the actual death. I had written subsequent to receipt of this document to the minister in March 1978 expressing further concerns about the adequacy of the reporting of the original child-abuse incident and inadequacy of the followup care that was provided by the various social agencies.

The minister was good enough to reply to me on May 4, 1978. He concluded the letter by saying, "The discrepancies noted in your letter apparently stem from some confusion in the facts contained in the press report to which you refer. I am satisfied they do not stem from inadequacies in the handling of the reporting of the case by the Ottawa Children's Aid Society."

I have a series of press articles from the Ottawa Citizen by the reporter who was covering the manslaughter trial of Paul Emile Lessard. They appear to refute your contention about the adequacy of the handling of the case. They also raise the question about what was happening in those visits by the social agencies if they occurred up to within one week of the child's death.

Quoting from the reporting of evidence presented at the Lessard trial, Dr. Blair Carpenter, a pathologist at the Children's Hospital of Eastern Ontario, testified, and I'm quoting his testimony: "I was faced with a baby that showed all kinds of bruises over the body that didn't look normal." An external examination of the child revealed bruises to her chin, left cheek, right eyebrow, both ears, upper chest, spine, back area, buttocks and right thigh. Her scalp was swollen and bruised, cuts over both ears and four scars on her back were also found during the visual check, the pathologist told the jury, adding that one of the scars was larger and appeared more recent than the other three." An internal examination revealed "the upper part of Tanya's thymus gland was partially destroyed, and an X-ray disclosed that her lower left leg had been fractured but had healed."

I have to ask you, what in the name of God is going on? Here was a family with a serious child-abuse incident which required hospitalization, a notification of the children's aid society and then a followup by the children's aid society when the child was allowed

to remain in that kind of an environment. Apparently, from the evidence of the trial, abuse episodes continued during the period from the time of the first abuse incident in May until the time of the child's death on July 30, despite the fact the social agencies apparently were visiting right up to the time of the child's death.

I understand that you have concerned yourself about this particular society. You alluded to them in your leadoff statement. We have had other problems—the Paquette case with the same society. I believe you have made available some extraordinary outside assistance to that society to try to help them get their act together with respect to how they relate to child-abuse families.

I am afraid I have to suggest to you that you conduct another investigation into how this case was reported to you, to determine whether abuse incidents were continuing under the very nose of the children's aid society and the public health nurse. As you are aware, the grandparents had protested against the return of that child to the home. That is precisely the kind of hideous case that validates Dean Garber's opening sentence: that the existing child care services are not adequate to protect children in this province from child abuse and violent death.

I will expect you to reinvestigate the circumstances surrounding the death of Tanya Marie Lessard and to investigate the adequacy of the society's handling of that case. In particular, you should determine whether we have another case like that of Kim Anne Popen where a child was tortured and killed under the very nose of a children's aid society—you could say under the supervision of a children's aid society.

Second, I would expect you to check whether you and your field staff were given an honest and accurate version of what had actually happened in that case. You have responded well in other cases and I trust you will be able to respond adequately to this one as well. I think it underlines again the urgency of doing what Dean Garber told you you had to do—develop adequate procedures, criteria and guidelines for the handling of child-abuse cases by children's aid societies, to impose them and to enforce them—in effect to assume the responsibility which is yours under the Child Welfare Act to make sure that these kinds of tragedies do not recur.

It is urgent. If my understanding of the events of the Lessard case is correct, and I believe it is correct, then children in the jurisdiction of that society and other societies where there are no clear guidelines around what to do with children in high-risk situa-



tions is inviting further tragedies. The longer you wait, the longer that risk situation prevails.

I know much work has been done in the development of standards. The OACAS itself has done some reasonably good work in the development of standards. The problem is that they are not used. They are not even distributed to front-line staff, according to Dean Garber. It is not as though there is no understanding of what the standards are to be. The problem is that the standards are not in place and they are not enforced.

I think it is not unreasonable to ask you to put a special effort towards the development of a set of standards as official ministry policy and to have them ready to go by the beginning of September.

I don't want to deal item-by-item with the minister's leadoff speech except to say that it was in the main stupefyingly vague. There were some encouraging things in there, and I'll talk more to them when we get to the item-by-item votes. I would almost think that you've been reading some of my speeches if I didn't know better. Some of the things that you're claiming to do, if one can penetrate through the general cloud of unknowing that surrounds everything you do, seems to be in line with directions that we've tried to set out for you.

I do want, though, to focus on a couple of things. The member for Sarnia talked—and you talked yourself—about what I'm afraid is the most significant sentence in this 24-page document. It's on page two, and it says, "Again this year the watchword is restraint." When you get down to it, that's the bottom line. The watchword is still restraint and we know what a swell job of restraint the \$44-million man is doing. He's managed to return unspent from the last fiscal year a total of \$44 million in dollars that were allocated to his ministry for social services which were unspent. The minister developed an elaborate rationale why they weren't spent. Various explanations were offered about why he had been unable to spend the staggering sum of \$44 million.

The reality is that it is money lost to social services forever. It can't come back. It's not money that's carried over from one fiscal year to the next. I don't have the exact figures. I recall that in 1976-77 he had not spent \$35 million in the social assistance budget alone. So in two years you've managed to constrain out of your budget the staggering sum of \$79 million. It should qualify you for some special recognition by the Treasurer, but it doesn't do much for social services. The areas that are constrained are, as the

member for Sarnia said, precisely the areas that need to be expanded—community-based support services, personal social services and anti-institutional programs.

I think it's useful in leadoffs to try to focus on one or two things and to develop them a little bit. Since there is a focus on children's services and since the International Year of the Child is coming up, we ought to focus again on what remains for me the most problem-laden area within your ministry, and that is your treatment of social assistance recipients. I've talked about this before and my colleagues have talked about it before, but no action is taken. You said you were reviewing income maintenance in the estimates in the fall. You said you were reviewing income maintenance again today, but income maintenance programs remain the same old hodge-podge of inequity and inequality they have been for time immemorial in this province.

We ought to understand that for tens of thousands of people in this province you are perpetuating a condition of poverty. I can single out for our purposes today the plight of single-parent families and sole-support mothers who are trying to raise children on your social assistance programs since you profess to have a concern about what is happening to children.

Single-parent families in this province have a 50-50 chance of living in poverty statistically, that is to say, below the Statistics Canada poverty line. If the single parent family head is a woman, the probabilities are two in three that she and her children will be living in a state of poverty below the Statistics Canada poverty line. We know that between 1961 and 1973 there has been a 300 per cent increase in the number of sole-support mothers on family benefits in this province.

Just to refresh the minister's memory, so we know what we are talking about, we are talking in round numbers of 100,000 children in Ontario who are the children of family benefits mothers who are trying to raise their children on your social assistance rates. Another way of putting it is that three per cent of the Ontario population under 18 are growing up with their only support being your social assistance program. The overwhelming reality is that all of those sole-support mothers and those 100,000 children are in a state of poverty.

I say again that we have a child-poverty problem in this province of staggering proportions. No matter how you look at it, each and every one of those 100,000 children and their mothers is in a state of poverty. If you use the social planning council budget guide, you

discover family benefits provide 63 per cent of what the SPC budget guide states as a minimum adequate income based on what it actually costs to live in a metropolitan area in 1978. If you use the poverty lines developed for the Minister of Labour by the Wyatt report, which was tabled in the House on Monday, you see that the poverty level for a family of four is established by that group of consultants as being \$8,093 a year, which is about \$700 less than in the social planning budget guide.

An illustrative family of four, a mother and three children aged three, six and eight years of age, would be earning \$5,583 at 1976 rates, which is the table that I have, through family benefits. Off the top of my head, that is about 60 per cent of the poverty line. With all of your efforts to study and process and examine microscopically, seemingly, everything under the sun, I don't think you have the slightest idea in any real sense what your miserly treatment of those 100,000 children is doing to them or to their families.

We get some idea when we talk to children's aid societies; when we ask the Children's Aid Society of Metropolitan Toronto for some information about their own case load we learn that, based on a sample of 40 per cent of their mother-led families, 72 per cent were on social assistance. That was from 1976, I believe.

I have a computer printout from the Metro children's aid society which is an analysis of a sample of 265 family service cases where the caring parent is under 25 years of age; these are young families which are under the care of the society. This is dated January 1968, and 68 per cent of those families which are in care of the children's aid society, receiving service, to be more precise, are living exclusively on social assistance, either general welfare assistance or family benefits allowance.

That doesn't speak very highly of your care for those families, since you as the minister are responsible for their care and their support and. I would add, are responsible for the quality of the life they are living. There is nothing in those statistics that indicates they are living very happy lives.

I don't think we know what happens to those 100,000 kids you are keeping in poverty in terms of their nutritional needs. You cannot, year after year after year, tell us how the pre-added budget is arrived at. There is no notion of any kind of nutritional standard of adequacy that is used in determination of the pre-added budget for the family benefits allowance. Yet the figure is pulled out of the hat and an allowance is given to the families

of 100,000 children in this province to provide them with food. You can't tell us how you arrive at it or whether it is adequate in terms of being sufficient to provide for nutritional needs.

We know from experience that most families not living in subsidized housing have to take money out of the rent portion of their allowance or other portions of the allowance and put it into food. We don't know what happens to these 100,000 children in terms of the quality of their health. We don't know what happens to these children in terms of their developmental levels. We don't know what their levels of achievement are in educational terms or in vocational terms. I don't think we have the slightest idea of that, although we can guess.

We don't know what happens to them in terms of their ability to participate, like most kids, in community recreation programs. I am told by people who run hockey programs that it costs about \$65, for example, to equip a little boy with a hockey outfit if he is going to play in a minor hockey league. I don't know how a family benefits mother is supposed to find \$65 out of her lousy allowance to pay for that kind of thing, or how she is going to pay the \$35 or \$40 to provide a uniform and equipment for a daughter who may want to go to Girl Guides.

I just don't know how somebody who is trying to raise children on family benefits does for their children the kinds of things that those of us who are parents as a matter of course expect to be able to do for our children. I think we can assume, and assume safely, that those kids are excluded from many normal activities of community life, that their lives are in many respects blighted, that they are blocked, that they are excluded, that they are impoverished, that the deck is stacked against them and that the stacked deck is simply poverty.

And yet you talk to us about your concern about children. You talk to us about your intent to reform child welfare services. I am not making personal aspersions, but the program treats children with contempt. There is a sense in which it is fair to say that the program fosters a kind of abuse against children, that the program itself is abusive of children and that it keeps them in a state of poverty and exclusion. There is a kind of hypocrisy in the pronouncements of a government which professes to be concerned about the welfare of children and, at the same time, is able to run programs that maintain 100,000 children, or three per cent of the children under 18 in the province, in a state of poverty.



The problems are not limited to the inadequacies of the allowances. It is not simply a question that the allowances are below any stated poverty lines. The discriminatory aspects of the legislation do not stop there. If a family benefits mother wants to work, the legislation has the most incredibly punitive disincentives built into the program that are almost insurmountable.

Part of the problem is in the very definition of your social assistance programs. Family benefits are supposed to be available for a permanently unemployable person, to quote the definition. How do you make sure that a mother is a permanently unemployable person? That is a problem you had when you were redrafting your legislation some years ago. The way you turned single-parent mothers into permanently unemployable persons was by establishing the regulations that made it impossible for them to work. You set a maximum number of hours at 120 per month. You set a maximum exemption of \$100 per month per child and you established a 75 per cent tax back rate. Taken together, those three provisions of the legislation act as a definition of a permanently unemployable person, because if you are in that kind of a situation where you can only work 120 hours a month and can only earn \$100 a month while anything over that that you earn is taxed back at the rate of 75 per cent, you are de facto unemployable.

It is stupid and it prevents single-parent mothers from breaking out of the poverty trap they are in because they simply cannot break out of the bars of that kind of legislative discrimination easily.

[3:45]

Since you are looking at the area, I want to suggest a number of what I think are quite reasonable ways of amending the legislation at least, to remove the disincentive to part-time employment and to remove the punishment that is imposed on family benefits mothers if they seek a permanent return to the labour force.

In the first place, you should delete the maximum number of hours that it is permitted to work. The maximum serves no purpose. You should realize that in a sense they are so high already that they constitute the equivalent of three full working weeks per month. Take, for example, a 40-hour week; if you're allowed to work 120 hours per month, that's the equivalent of three 40-hour weeks per month. So it really doesn't make any sense. It's really not necessary to do that, except by way of a definition of unemployability.

Second, while you may want to leave an earnings exemption at \$100, at the very least you should increase the exemption for each child. I would suggest that you raise it to at least \$50 per child by way of exemption. It serves no purpose to have an exemption of \$10 a month for the first child and \$5 a month for additional children. Again, that is simply a way of legislating unemployability, because that doesn't even cover the additional costs that are incurred by a working mother to provide extra care for those kids. You know perfectly well that working mothers incur additional costs for the care of their children, and the existing exemptions are simply a legislative means of preventing single-parent mothers from returning to the work force.

Third, you should eliminate the 75 per cent tax-back rate and replace it with something that approximates the personal income tax rate. I wasn't able to calculate that on an exact basis. I would guess that it would be somewhere in the 30 to 40 per cent range. But what sense does it make to have a tax-back rate of 75 per cent, which means that a mother with one child is able to earn, for example, \$100 a month clear; but if she earns an additional \$300 a month, the actual extra income she gets to keep from that additional \$300 is, altogether, only \$150? She earns \$400 and gets to keep \$150. That serves no purpose. I think the minister understands that. That serves only one purpose: to confirm the status of unemployability. It makes no sense to somebody to work on a part-time basis and earn a total of \$400, only to be able to keep \$150 of it. It's absolutely ludicrous. Yet that's the legislation and the regulations in this province. That's been the situation for years and years, and the ministry has the gall to put out little pamphlets to family benefits recipients, telling them how they can return to productive employment and how they can supplement their income through part-time work.

Those are some very modest proposals around eliminating the more absurd and blatantly discriminatory provisions of the Family Benefits Act.

I have said before I don't hold out a great deal of faith in the generosity of this society or the ability of this society ever to provide social assistance benefits that are awarded on the basis of a standard of adequacy. We've never even managed to achieve benefits on a standard of poverty. All of our benefits have always been below the poverty line and I believe that in this society the problem of child poverty and of poverty of single-parent, sole-support mothers, will be met through



making it possible for single-parent, sole-support mothers to participate in the work force. And I think that there is an urgent need—not just for you, but for your government—to engage yourselves with this reality.

There are a number of implications to that. The first of these is that you have to acknowledge the educational disadvantage that sole-support mothers face; the James study of 1973 of sole-support mothers showed that 86 per cent of recipients of family benefits for mothers had grade 10 education or less; and I assume that educational level is approximately the same today. That, in itself, represents a barrier to labour force participation, so the first step of any government initiative which will enable sole-support mothers to participate in the work force is for the kind of educational upgrading program which you have undertaken some feeble beginnings in, and which is represented at its most successful, I think, in the YWCA Focus on Change program; but those kinds of programs have to be expanded and made available on a wide basis.

The second thing you have to do is recognize that for sole-support mothers, child-rearing responsibilities are a reality and that in itself represents a barrier to participation in the labour force. Adjustments have to be made in the nature of the labour force in order to accommodate the tens of thousands of sole-support mothers who have child-rearing responsibilities. That means you have to make work available on a part-time basis. I understand the implications of that statement, that it has implications for employment-practices legislation and it has implications for labour-relations legislation, it has implications for collective-bargaining relationships in this province. It is something that would require government initiative on an interministerial basis. But if you are ever to create a climate, if you are ever to modify the economy so this segment of our population is able to participate, you will simply have to do that; and you will have, as well, to provide, a whole range of additional services, support services, vocational training and, of course, adequate day-care services.

Unless you are able to mobilize yourselves as a government, to address yourselves to the need for vocational training and career counselling and vocational skills programs for single-parent mothers, and unless you are able to engage yourselves as a government in the creation of protected part-time employment opportunities for single-parent mothers, I don't believe we're ever going to be able to address ourselves to the plight of the 100,000

kids who are living in poverty. It really boils down to that.

You have, as a government, a tawdry record on job creation. But, as I have said, you have made a couple of feeble beginnings in the area. One of these, for example, is the student-job-creation program, the OYEP program. I want to suggest to you—not using the OYEP program as a model, other than the fact that it is a government job-creation program—that you need to do precisely the same thing on behalf of sole-support mothers. That is to say, you need to set aside a substantial amount of money for your budget which would be used for the purpose of creating protected, part-time employment for sole-support mothers and to make those jobs available not on the same basis as the OYEP but on the basis of stability and with the opportunity for career advancement.

Secondly, you need to set aside a substantial amount of money for what you could call human resources grants. That is to say, scholarships, bursaries, whatever you want to call them, for sole-support mothers to enable them to undertake educational upgrading programs. The alternatives are very bleak. The alternatives are the raising of successive and increasingly large numbers of children in a state of poverty.

You may be quite comfortable with that. Certainly the government has indicated that it is comfortable to allow a large number of children to grow up in a state of impoverishment in this province and to systematically exclude a huge number of women, through discriminatory legislation and through the absence of support services and support programming, from meaningful—or even any—participation in the labour force until, of course, they reach the point when their children are 18 years of age and they are thrown off social assistance and left to their own devices; because then they cease to be eligible for social assistance support.

You have choice and the choice is very stark and very clear. I see no evidence that you're engaging yourself in that exercise at all. I use sole-support mothers by way of illustration, but the model applies equally to all of the disadvantaged groups which are systematically excluded from participation in the work force in this kind of society and in this kind of economy. I could have just as easily used the disabled by way of illustration and talked to you in precisely the same terms about the systematic barriers to an injured worker who wants to return to participation in the work force but who is blocked by discriminatory legislation and by the absence

of government measures that would ensure a space in the work force for him or her.

[4:00]

You have to do that. There are huge populations in our kind of society and economy that simply cannot compete; that is—by virtue of the nature of our economy. They simply cannot compete with able-bodied workers or with workers who don't have, for example, child-bearing responsibilities.

If you want to talk to us about your interest in the work ethic, as you like to do—and we share your interest in the work ethic, by the way—then you have to understand that it is the function of government in the social development field to modify the economy so those who are excluded from the economy by virtue of family circumstances or personal disability are given a space in the economy and are given a slot in our society; otherwise they will be forever excluded.

Interestingly enough, you have realized that in your program for the mentally retarded. I don't know whether you realized it consciously or not as a minister, but that is precisely what you have done with respect to the mentally retarded in your program for normal community living. That is why we are so enthusiastically in support of the aims of that program because it is a comprehensive program, as laid down by Walter Williston and adopted by you to the extent that it has been. It provides for normal community living facilities and, hopefully, adequate income support programs. But, most important, it seeks to create an alternate economy for the mentally retarded where the mentally retarded can work.

You simply have to realize that that is the social development model that needs to be extended to sole-support mothers and to other disadvantaged groups who are in your care on the social assistance roles of this province. I hesitate to say that it is a profoundly socialistic notion for fear that might terrify you and drive you into an ideological tirade. Suffice it to say that you understand as an intelligent person that our economy simply cannot accommodate people who can't compete on the basis of efficiency and productivity with able-bodied or otherwise advantaged workers and that we need as a priority in social development policy to address ourselves to that structural barrier in the economy and either to alter the economy or create alternative economies in order to accommodate those populations.

I don't know whether you will ever do that or not. If we ever get the chance, we would certainly try to do it. I don't know whether

we will ever get the chance or not. It doesn't much matter as long as there is a clear understanding that that is what is needed to be done.

Let me not take up too much more time. I had a couple of short observations to make on some of the minister's remarks. I was pleased to see that you had talked again, for the umpteenth time, about some attempt to rationalize the administration of social assistance. The Robarts report recommended the transfer of income support to the municipal level. Reading between the lines, the Treasurer would prefer the transfer of income support to the federal level. You just say that you want to engage in a co-operative use of resources. I suppose that's a continuation of the process of exploring the process, as you so aptly described your activities last night. Yes, you did. I'll send it over to you.

Let me say to you as unequivocally as I can that the logical thing to do is to locate the income support function at the provincial level. It not only makes sense, I think it is possible now in view of your decentralization program that it makes no sense to have a dual social assistance program. I think the time has come to start planning for the integration of income support programs at one level, and the logical level, for a whole variety of reasons, is a decentralized provincial administrative structure.

It is no longer possible to provide income support off the property tax base. I think that's a reality; it simply breeds punitive retaliation against dependent people. There is no need for the kind of duplication we have in income maintenance programs. They are inefficient and they are costly. I hope you won't move into a computer program which locks you into a municipal income maintenance function, which was one of the concerns I had with Taylor, who said he had an open mind about the appropriate level of providing income maintenance but said he was going ahead installing computer terminals in municipal welfare offices.

Once you have made that capital investment in computerization, it is going to be awfully hard for you to change or adjust the structure. It would be good for you to make your plans around what the long-term income support policy is before you lock yourself into hundreds of millions of dollars' worth of hardware.

The other thing I want to mention again, and I will mention it at every single opportunity that I can, is that you have simply got to revise your day-care programs to eliminate the kind of means testing that takes place.



You seemed not to understand what I was saying last night, so I will say it again.

What I want you to do is replace the means test you use now with a simple, self-administered eligibility test based on income and family size. If you can't accept self-administered, administered at the day-care centre. That is what I am asking you to do. My understanding is that is the procedure that is used in a number of the western provinces. If I am not mistaken, British Columbia, Saskatchewan and Manitoba all use that very simple form.

I have seen justifications for your degrading means testing on the basis of federal requirements. That is simply not accurate. The other provinces have been able to do it. There is no reason—and I will say this on every occasion—there is no reason to subject day-care applicants to that kind of degradation and humiliation. The sooner you stop it the better.

I will stop at this point. There are a million and one things that we will get into when we get to the vote by vote in the fall, and I will leave everything else until then.

**Mr. Vice-Chairman:** Thank you, Mr. McClellan. I am just checking with the minister. Would you care to make some reply to the comments made by both of the critics, Mr. Minister?

My understanding, and I will check with the critics and all committee members, is that after the minister makes these comments the meeting would adjourn and the estimates would pick up again in the fall. I understand you were prepared to leave the time relatively open right now, that is, not set 4:30 or any specific time. If everyone falls asleep, I will adjourn the meeting.

**Hon. Mr. Norton:** Thank you, Mr. Chairman. I'll try to keep my remarks brief.

Some of the items that were raised in the opening statements probably can be responded to more adequately and fully in the vote-by-vote debate on the details of the estimates.

Perhaps, first of all, I could address the concerns expressed by both critics relating to the reference to restraint. I want to emphasize I do that only in recognition of what I think we all realize—I'm not relating specifically to my ministry, but generally to the economic situation in our society—that there are some limitations on the rate at which expenditures can grow at this point in time.

We can perhaps discuss this in more detail later, but during what has been an increasingly difficult time, economically, in the last few years, I think it's fair to say

that other ministries in this government have made very significant sacrifices, in terms of their budgets, in order that the quality and the level of social services in this province could be maintained. It has not been possible for the growth to be at the rate at which perhaps some would like to have seen it; and, had the resources been available, in terms of the conditions prevailing in the economy, certainly there are some major changes that I would like to have seen. But in referring to restraint, I don't want there to be any confusion between restraint and cutback. I don't want there to be any assumption that I am suggesting that our ministry, in relation to other ministries in this government, has been receiving other than, I think, very fair budgetary consideration.

I won't deal with all of the comments of Mr. Blundy in detail, but he mentioned some things—which, although Mr. McClellan didn't on this occasion, he has done on other occasions—relating to certain budgetary surpluses in the past couple of years. Again, I'm sure we will deal with that in more detail in the vote-by-vote consideration. But if one understands the budgetary process and the fact that it is based on projections—projected expenditures, projected rates of takeup by agencies and municipalities in the province—one can understand that in some instances, because of the timing with which programs come on stream, if they are administered by municipalities, or by a private agency, that can quite significantly affect the rate at which moneys that are committed are expended during the course of a particular fiscal year.

That may be more graphically illustrated by using an example of capital flow. If a capital project has been approved in the course of a given fiscal year, and if there should be any delays in the commencement or completion of construction, it's not uncommon that we end up at the end of that fiscal year with unexpended moneys which we can't carry over into the next fiscal year. It's not that they weren't committed; it's not that there wasn't a target project or, in the case of a program, a target program, for which they were available. Often, then, we have to provide at the beginning of the fiscal year for the carryover costs. But that would appear in the next year's budget at the beginning of the next fiscal year. So many of the expenditures that have caused the concern about surpluses relate to those kinds of cash flow problems which we just simply cannot absolutely control.

[4:15]



There are some areas where I am at a loss to explain with certainty why the rate of pickup in some programs has occurred. One of them is nursing and homemaker services.

**Mr. McClellan:** I will tell you why when we get to that.

**Hon. Mr. Norton:** I have discussed this with the representative agencies. One of the things which we are presently looking at and which I hope we will be able to proceed with—and I mentioned this in my opening remarks—is the method of testing the ability of an individual to pay a portion of the cost. It would be my hope that we can move from the current method to what I think would be a more equitable and much simplified income-testing program. If the current testing method is in any way a deterrent to some individuals, then we might be able to eliminate that.

**Mr. McClellan.** It is. That's part of your problem.

**Hon. Mr. Norton:** There are other factors that have to be taken into consideration as well. In some communities, according to the people I have discussed this with, there have been some short-term programs that have been started on a no-contribution basis with federal grants under some of the federal employment programs, which have had some impact on the rate at which the program might have been utilized in some communities. To what extent that is a factor, I don't know, but I think that is one of perhaps a number of things, including the current test, that may be a factor.

As we get into the details, I will address myself more fully to issues, such as the transportation for the handicapped. I might just mention at this point, as you are aware, there are pilot projects in place in five communities at the present time in the province which, I believe, are scheduled to terminate in October. They are administered under the Ministry of Transportation and Communications, but the funding appears in our budget. They will be terminating in October. Prior to that date, I expect the Minister of Transportation and Communications to be making a statement with respect to the period following that.

At this point in time, I am not prepared to encroach upon what is his territory, if you wish, and outline what that will be. I think it will be something that will resolve some of the concerns that you have in the area of transportation for the handicapped and the elderly who, by virtue of age and perhaps some physical limitations, are unable to use transportation systems that are available to the general public.

The question of support services for the elderly and the physically handicapped in the community is something which we are addressing ourselves to. I hope later this year to be able to make more detailed statements about these in terms of what we propose to accelerate the development of such support services.

One of the observations that Mr. Blundy made is quite accurate in that there is an increasing number of people requiring higher levels of care in homes for the aged and chronic care facilities, et cetera. I think that is a phenomenon that is not difficult to understand if you look at the relative numbers, particularly of elderly people, who are now living in alternative kinds of accommodation where they can maintain their greater degree of independence than was formerly possible when they often planned to move into a home for the aged at age 65. That's not the pattern and hasn't been for some years; so, as a result, the average age of people who are seeking that kind of accommodation has increased quite dramatically. I think the average age of a person entering a home for the aged now is 83 or something like that, whereas a few years ago it was a much lower age; the people were more likely to be ambulatory and more likely to have fewer health problems that required a high degree of care. That, I think, says something in terms of the very nature of our homes for the aged in the future.

I think we see that some of them have very high percentages of extended-care residents at the present time. That is a pattern that I don't think will change. It probably means we have to continue as a society to provide more alternatives for those who continue to be ambulatory and as health measures make it possible for them to maintain good health for longer periods of time.

I will go into the questions of case loads and budgetary considerations with the children's aid societies in more detail at the time of dealing with that as an item in the estimates, if I may defer that for the moment.

Mr. Blundy expressed concern about the increase in our administration budget; that is explainable not in terms of actual increased administration costs but in terms of other matters that are now considered as part of the central administrative budget—things like employee fringe benefits and so on—and I'll give you a complete breakdown of what constitutes that roughly 25 per cent increase which you pointed out. It's not that we have increased our administration by anything like that, but there are other budgetary items that are part of our administrative budget for

purposes of the estimates and for purposes of accounting and have increased, in some cases beyond our control, at rates that are much higher than the rate of increase of our administrative costs; I refer to items aside from things like fringe benefits, for example.

I think we could probably benefit from a more comprehensive discussion of the child abuse issue, and the problems relating to that, perhaps during the course of dealing with the item on children's aid societies and the child abuse program in the estimates.

We can deal with this more completely later as well, but I'd like for a moment to touch on the question of the sole-support mothers and, generally, the family benefits program. In terms of responding to some of the specific concerns you expressed relating to the poverty level, what I would like to do between now and the time we meet again and discuss this further, is look at the Wyatt report in more detail, which I have not had a chance to read. I would like to know what kinds of considerations were used to arrive at the \$8,000 level.

I'm not suggesting that families on family benefits are living in luxurious circumstances, but I think one also has to consider in the calculations those things that are provided under the family benefits, such as medical care and other benefits, especially if there are children in the household, that would have some impact on the figures you cite. I recall—and this is why I would like to have more specific details at my fingertips—working out a calculation for a family of four, whereby if a single-support mother had some part-time employment, she could have a cash income of over \$7,000 and also have such benefits paid as medicare, drugs, dental coverage for the children and those kinds of things which are an expense to a person.

**Ms. Gigantes:** In Ontario, they are an expense.

**Hon. Mr. Norton:** They are an expense wherever you are. The thing is that those things would be covered under our program for single-parent families on family benefits so that they would not be an out-of-pocket expense. If a person were receiving or had an income at the suggested level of poverty in the Wyatt report, I don't know what considerations were made there, whether that included the assumption that out of that income they would be paying a portion of those costs themselves, I don't know that. I would like to look at that more fully and perhaps we could discuss that later.

You observed that the regulations make it impossible for mothers of single-parent families to work. One of the things that has

concerned me, to which I made reference in the opening remarks, is the fact that there is a disincentive in existing programs not only to single-parent mothers, but others on family benefits, to develop work skills that later on, when the children are perhaps not in need of the kind of care that they are in their younger years, or even during that period of time, they could use to move towards a more independent level of income on their own.

The limitations you cite or the suggestions you make in terms of deletion of the dollar limit or the maximum number of hours, increasing exemptions for children, tax back and so on are requirements that we have to live with at this point in time under the Canada assistance plan. In each of those categories we are already at or in some cases slightly above the permissible limits under the provisions of the federal legislation and the agreements pursuant to it.

I would very much like to see those limitations varied. It is my intention later this year to make a proposal to the federal government relating to the question of work incentive or the elimination of disincentives. One thing that has occurred quite recently that I see as an encouraging sign is that at Lake Couchiching at Geneva Park Madame Begin made a speech within the recent past where she indicated willingness on the part of the federal government to accept proposals from the provincial governments to have a look at that very question of work incentives in the income support programs.

**Ms. Gigantes:** You are not going to go and tell them you were told to say nothing. Do you remember Mr. Taylor doing that a few years ago?

**Hon. Mr. Norton:** No, I don't.

**Ms. Gigantes:** That is what he did.

**Hon. Mr. Norton:** If I can't say anything, I won't go. I fully expect to be able to say something.

[4:30]

**Mr. McClellan:** That will be in September, at the ministers' conference?

**Hon. Mr. Norton:** No, that's not a federal-provincial conference in September; it's just an interprovincial conference. But, before the end of this year, I hope to be making a specific proposal; the staff and I are working at the present time on a proposal, which of course requires some policy approval by our government, but which I hope I can carry to the federal government and, in view of the recent remarks, get some favourable consideration.

You said you thought some of the things I was doing indicated I must have been read-

ing some of your speeches. But when I heard some of the things you were suggesting, I began to think you had either been seeing some of my internal communications or reading my mind. But in your comments you zero in on something like the OYEP model—and I think I saw some smiles at the back of the room from some of the staff as well—

**Mr. McClellan:** I've been talking about it since 1975.

**Hon. Mr. Norton:** I haven't always listened to you, I guess.

**Mr. McClellan:** No, I guess not.

**Hon. Mr. Norton:** I must say that I am intrigued—and I hope we may be able to make some headway, in co-operation with the federal government—in looking at that kind of model, although I have no rigid commitment to that as something that could create both work opportunities and generally be of economic benefit at a time like this. I think the fact that it would be both could make it a proposal that should be saleable in terms of levels of government across the country. Obviously those are not fully developed proposals at this point, but I hope they will be in the relatively near future.

**Ms. Gigantes:** Do you expect to have that ready for the interprovincial meeting?

**Hon. Mr. Norton:** No. Please don't confuse the meeting in September, which is an interprovincial meeting, where I will be making some proposals to my provincial colleagues, with the approach I'm talking about that I would hope to make before the end of the year to the federal government. I don't know when the next formal federal-provincial conference will be, and I'm not speaking specifically of such a conference.

**Ms. Gigantes:** I'm just trying to figure out the deadline.

**Hon. Mr. Norton:** The deadline will be as soon as I have a package proposal ready to take and discuss with my colleagues at the federal level.

Perhaps I could make one final comment on the question of decentralization and rationalizing the income support systems. Obviously at this point in time something we are moving towards is the decentralization of our family benefits in the provincial aspect of the administration.

**Mr. McClellan:** Eberlee revisited.

**Hon. Mr. Norton:** I hope not to the same end. I don't know what the end result will be in terms of the rationalization. I agree there is overlap and there are economies of service, not necessarily in dollars, but probably some dollars too, that could be realized by a closer co-ordination of those two programs.

I don't think you need worry about the development of systems that might involve computer terminals in municipalities, because I can assure you that it's our intention that any systems developed will be developed so that they can be integrated; and the equipment would be rented, so there's not a major capital commitment that might make it impossible to go either way as consideration of that progresses.

With those observations, Mr. Chairman I would be prepared to defer any further comments myself until our next meeting.

**Mr. Chairman:** Yes, is it agreeable that we adjourn to reconvene on September 5?

**Some hon. members:** Agreed.

The committee adjourned at 4:35 p.m.



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Gigantes, E. (Carleton East NDP)  
McClellan, R. (Bellwoods NDP)  
Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)  
Van Horne, R.; Vice-Chairman (London North L)











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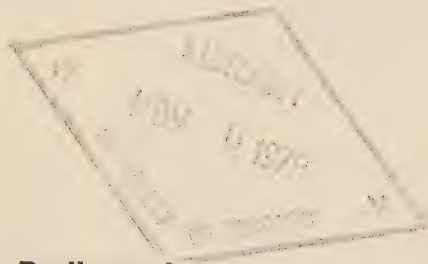
No. S-26

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**Second Session, 31st Parliament**

Tuesday, October 24, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, OCTOBER 24, 1978

The committee met at 3:57 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

**Mr. Chairman:** Do I see a quorum? I'm always blind on Tuesday. I think we should get going. We have a vote in the House at 4:15 and perhaps we can cover some ground between now and then.

The minister's responses to the opening remarks of the critics, I believe, had been completed, so if it's the wish of the committee we can entertain consideration on vote 2801, item 1, main office.

**Mr. McClellan:** Before we get to that there is a matter in which I wanted to beg the indulgence of the committee. We have a caucus meeting scheduled for tomorrow at 4:30 and I wondered if it would be possible to shorten the hours of the sitting tomorrow afternoon?

**Mr. Chairman:** We anticipated sitting from 2 to 4:30. That presents a problem, Mr. McClellan.

**Mr. McClellan:** Oh, 2 to 4:30?

**Mr. Chairman:** Yes, 2 to 4:30.

**Mr. McClellan:** Then that's no problem for me. Thank you, Mr. Chairman.

On vote 2801, ministry administration program:

**Mr. Chairman:** Item 1, main office. Mr. Bounsall?

**Mr. Bounsall:** Yes, I have a question which I gather is a policy decision question and therefore one to be discussed under this vote. There are many questions being raised all across the province and certainly in my community, about what action, if any, will be taken by the ministry towards the moneys which will be received when those people on benefits, mother's allowance or disability benefits file their income tax returns and receive the rebate which will come as a result of filing the return on family allowance amounts. Is the ministry going to consider that as income for the month or will they ignore it as they have the rental rebate? Has that decision been reached yet and if it

hasn't, can you tell us which way that decision may be tending?

**Hon. Mr. Norton:** No final decision has been made at this time, but it's my expectation that it will not be regarded as income. I have had some discussion with federal officials on this, and it's my understanding that the overall expectation is it would not be regarded as income.

**Mr. Bounsall:** And therefore will not affect the mother's allowance amounts or the disability pension amounts?

**Hon. Mr. Norton:** That would be my expectation.

**Mr. Bounsall:** Will we expect that decision to be made shortly?

[4:00]

**Hon. Mr. Norton:** That comes into effect, when, next April 1st? Obviously we'll have to let people know well in advance of that date, so you can expect it in the relatively near future.

**Mr. Bounsall:** It's a question being asked by recipients all over as to whether or not they can plan to have whatever amount that is to spend. Certainly what they're concerned about is that they might receive those moneys and proceed to spend it and then find out that it would be deducted. But I'm glad to hear that the decision is one tending in that direction. The sooner it can be announced, the better in terms of resolving the concern in many people's minds and the uncertainty as to what will happen. Thank you.

**Mr. McClellan:** I don't have a whole lot of material on the first vote, you'll be relieved to hear. In the last session, the Leader of the Opposition put a question on the order paper asking for information respecting where spending during the last fiscal year had been reduced. He received an intriguing answer from Mr. Auld which gave a breakdown of funds that had, in his words, been "constrained" out of each of the ministries.

When we came to the Ministry of Community and Social Services, there was a half-page-long summary of moneys that had been constrained—I use the word "constrained"

because it was used on Mr. Auld's own response—it is from a document entitled "1977-78 Expenditure Constraint Actions."

It lists the government-wide total as \$620 million. Under the Ministry of Community and Social Services is a total constraint of \$135,464,900 and there is a breakdown by program and activity. I remain confused, though, about what this represents. Maybe the minister could start by giving me a general explanation of what that total figure of \$135,464,900 represents. At what point in the process was that constrained out of your budget? It doesn't show up in the blue book, to my knowledge.

**Hon. Mr. Norton:** In last year's figures, you mean?

**Mr. McClellan:** Or in the previous year. It doesn't show up in the fiscal year 1977-78.

**Hon. Mr. Norton:** It would be reflected in actuals.

**Mr. Carman:** It would be reflected in actuals, yes.

**Hon. Mr. Norton:** Yes. It ought to be reflected in actuals, I would think. I don't have the list in front of me that you have there, but in general terms the funds which were constrained were funds in a variety of programs which were identified as a result of analysis by the Management Board of staff and the analysts within our own—

**Mr. McClellan:** It might be useful for me to add some additional explanation as to why I am confused. When we look at the blue book—the program and resource summary for the period 1977-78 on page four—we are shown the 1977-78 estimates of \$1.181 billion and then the 1977 interim, \$1.136 billion. I calculated the difference with respect to the interim constraint as \$44.5 million and you may recall we had some debate earlier in the year about what that figure represented.

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** But that doesn't jibe with the figure of \$135 million that Mr. Auld has indicated was constrained out of your budget during 1977-78 and I don't understand the discrepancy there. I'd be happy to let you see this, if that would be helpful.

**Hon. Mr. Norton:** It might be helpful so I know which figures specifically you're referring to.

**Mr. Carman:** Mr. Chairman, to begin the discussion on this item, I think the major item in the \$135 million that Mr. McClellan refers to is a constraint within the old ministry of ComSoc of \$104 million. It related to programs that were transferred to the new division. Because of the nature of the book-

keeping, because the children's service division was in a new vote, Management Board, in order to keep their books straight, showed a constraint of \$104 million against the old votes and then transferred that money into a new expenditure vote to make it available to the children's services division. So out of the \$135 million, \$104 of it was really a transfer and was not a constraint at all.

**Hon. Mr. Norton:** Remember the problems we had at the time in terms of getting moneys transferred properly into the children's services division in that sense.

**Mr. McClellan:** Yes, I do and I don't want to go back into that. Thank you, that clears up that confusion.

The problem remains for me that at the end of the last fiscal year—we won't argue about the amounts in precise terms, but I had calculated that there was a difference between the estimates and the interim; again I'm working off the blue book—which represented a total of unspent ministry budget of \$44.5 million. This was returned to general revenues unspent at the end of the fiscal year.

I have two questions: One, what is your best projection at this time with respect to the current fiscal year of the money that you've estimated you will be spending?

**Hon. Mr. Norton:** You mean the estimate in terms of underspending or in terms of—

**Mr. McClellan:** Yes, precisely—

**Hon. Mr. Norton:** No, but we are overspent this year.

**Mr. McClellan:** You expect to finish up the—

**Hon. Mr. Norton:** It certainly is in a number of programs. Is the overall—

**Mr. Carman:** The overall is just slightly overspent.

**Hon. Mr. Norton:** One area that comes to mind immediately is general welfare assistance. The rate of growth has been greater than was predicted at the time of the development of the estimates, and we're projecting something close to a \$15 million over-expenditure in that program. When you look at the total picture in the ministry we expect to be overspent by the end of the year, on the total budget.

**Mr. McClellan:** The second question that I have is: what kind of flexibility does the ministry have as a matter of general rule with respect to the allocation of budgeted dollars from one program or one activity to another? I can understand the plight that you're in this year with respect to welfare expenditures very well, and it's going to get worse, but what freedom do you have in the

event you found yourself with a portion of unspent funds in one program and a deficit in another? What freedom do you have to move money from one program or activity to another?

**Hon. Mr. Norton:** We would be permitted to do that subject to Management Board approval of the transaction.

**Mr. McClellan:** So every single transaction would require Management Board approval?

**Hon. Mr. Norton:** I'm not expert in that area, but my understanding is that any transaction as between programs—from one vote to another for example—would require that. Perhaps if you want further details, the deputy who used to be over on the other side—

**Mr. McClellan:** I really would like an understanding of what the ground rules are with respect to the transfer of funds within the ministry budget.

**Mr. Carman:** Mr. Chairman, in answer to the question, the only flexibility the ministry has is to transfer funds within an activity. That's an activity as defined in your book as an item. The ministry has full flexibility without reference to the central agency to move funds among the sub-items that are within any individual item in order to achieve objectives which have been set out ahead of time and agreed upon between the ministry and Management Board.

Because the votes and items are voted by the Legislature, the ministry has no authority to make transfers, nor for that matter does the Management Board. The Management Board can only give the ministry authority to increase an appropriation. That authority, which is then eventually followed up by a supplementary estimate or Management Board order, is usually provided only if we can show an offset in another activity because of the concern of the Treasurer for the maintenance of the net cash requirements at the figure that is shown in his original budget. Usually when we find ourselves in a position of a need such as general welfare assistance they ask us to what extent we can find that by fortuitous underspending in other activities. But the actual approval is for an actual increase in spending authority which is later confirmed either through supplementary estimates or Management Board order. No funds actually transfer between votes and items. It's just not permitted by the Financial Administration Act.

**Mr. Chairman:** Any further comments on item 1?

**Mr. Bounsall:** I have some questions when

we get a little further down, but not directly on the main office.

**Mr. Chairman:** Okay, shall item 1 carry?

Item 1 agreed to.

Item 2 agreed to.

On item 3, supply and office services:

**Mr. Blundy:** On page 16 I would like an explanation for the increase in employee benefits as shown there—up 40 or 45 per cent from last year. The item, \$245,500, is substantially up.

**Mr. Carman:** On that item, the increase in employee benefits is due to a problem related to the unfunded liability of the public service superannuation fund. That accounts for a 31 per cent increase in employee benefits. They've gone up from 13.5 per cent of payroll to 17.7 per cent of payroll between those two years. This is a fairly common problem and you'll find it reflected in a number of ministries. This is as a result of the fact that up until this year the Ministry of Government Services had covered all of the public service superannuation fund expenditures. It was all in there, but they decided to spread those costs among the ministries in this year's estimates for the first time—or was it last year? In any event, there was a very large escalation in that amount as a result of an actuarial study which indicated that the large salary increases back four or five years ago were requiring much larger payments into the PSSF.

**Mr. Blundy:** So that represents, what did you say? About 30 per cent?

**Mr. Carman:** A 30 per cent increase in employee benefits.

**Mr. Blundy:** Strictly on that particular item?

**Hon. Mr. Norton:** It would be to cover larger pensions resulting from the substantial increase in salaries over the last few years.

Items 3 through 6, inclusive, agreed to.

[4:15]

On item 7, analysis, research and planning:

**Mr. Bounsall:** Mine is a rather general question. Have you taken on any research projects other than those 17 or so listed in the blue book?

**Hon. Mr. Norton:** Perhaps I could ask the executive director of the branch to comment.

**Mr. Chairman:** It's 4:15. Perhaps we should recess and receive the answer after the recess.

Committee recessed for a vote in the House.

On resumption:



**Mr. Chairman:** We were dealing with an answer to your question on item 7, Mr. Bounsall.

**Mr. Bounsall:** Yes. I had been going over this list of research projects, and I saw that seven of those were carried over into this year. With the estimated expenditures for the research side, that implies there must be more new projects taken on subsequent to that; and it's that sort of list and delineation that I would be interested in getting.

**Mr. Heagle:** Mr. Chairman, my name is Glen Heagle: I'm the executive co-ordinator of policy analysis and research.

In response to the member's question, there are two projects that have been formally approved and are completely through the process. One is a research project at Lakehead Psychiatric Hospital into children's learning disabilities in terms of educational and diagnostic problems. There is Umbrella Central Day Care in Toronto, which is management consulting to assist the 77 non-profit day nurseries.

In addition, there are two projects completely approved in principle but with final details to be worked out. One is the funding of a research project in support of the tripartite process between the federal government, Ontario and the native peoples; that has been approved in principle. In addition, there is a project called the Home Intervention Team, which involves the counselling of troubled families where there is a possibility of violence. Basically the staff people go along with police called as a result of family crises.

Those four projects are through the approval process. Another six are under active consideration.

**Mr. Bounsall:** For this year's financial expenditures?

**Mr. Heagle:** Yes.

**Mr. Bounsall:** Are these all contracted out?

**Mr. Heagle:** Yes.

**Mr. Bounsall:** How much in-house research do you do?

**Mr. Heagle:** Mr. Chairman, we don't do in-house research per se. We do policy analysis, but we do not do detailed research in-house.

**Mr. Bounsall:** Will the two projects already approved and started be completed by the end of the fiscal year or, because of the nature and length of them, will they carry over into the subsequent expenditure year?

**Mr. Heagle:** Mr. Chairman, they are all of varying periods. The Lakehead Psychiatric project will be completed in this year. Um-

brella Central Day Care will go on into the next fiscal year. The social services review for the tripartite process is one-shot and will be completed in this year. The Home Intervention Team will go into the fiscal year 1980-81. All projects are of different time periods according to their characteristics.

**Mr. Bounsall:** Can you indicate which six are being considered for funding?

**Mr. Heagle:** Yes. Mr. Chairman, they are, respectively, the mayors' task force on the disabled and elderly, and the subject is attitudinal change towards the disabled; a school for parents; evaluation of the Niagara region young/old programs; Child in the City, (foster grandparents); University of Ottawa - decriminalization; and a research project at Ongawandada in respect to mental retardation. If the member wishes, I can provide detailed backup and description on each of those.

**Mr. Bounsall:** What was the second last one?

**Mr. Heagle:** The second last one was the University of Ottawa, a project on decriminalization.

**Mr. Bounsall:** Those would also be, if approved, of varying time lengths?

**Mr. Heagle:** Yes. Three of those six projects would go for two years. The remainder would be this fiscal year only.

**Mr. Bounsall:** Which are the long-term ones?

**Mr. Heagle:** Mayors' task force on the disabled, school for parents, and the evaluation of Niagara region young/old programs.

**Mr. Bounsall:** Do you anticipate those approvals coming forward fairly soon for all six projects? Can we anticipate them getting under way relatively soon?

**Mr. Heagle:** They are all in different stages of process. Some would presumably be finished in the near future.

**Mr. Bounsall:** There are certainly some interesting topics there. Certainly in those three that you would hope to have completed in this fiscal year the length of program is such that they would require a fairly early approval now, would they not?

**Mr. Heagle:** That's correct.

**Mr. Bounsall:** Is it the intention of the ministry to proceed with these as soon as possible?

**Hon. Mr. Norton:** I honestly don't know what stage they are at.

**Mr. Heagle:** I would have to refer to the head of our research section to get you the exact stage.

**Hon. Mr. Norton:** One of the difficulties, I think, at the present time is that various agencies or in some cases universities and so on make proposals to us, on research proposals that they have developed, for funding assistance. I have taken into consideration with the staff the possibility—and I gather this has not really been done in the past—of establishing certain priority areas of research that are of particular interest to us, and inviting the universities or other agencies to make proposals on the basis of the priorities that are established by us as well. That may assist them to some extent in terms of speeding up the process.

**Mr. McClellan:** Do you have an allocation for that? I think that's an excellent idea. Do you have a dollar allocation for that particular set of—

**Hon. Mr. Norton:** That particular proposal? No. Not at this point. It would come out of the total allocation for research that is identified here.

**Mr. Bounsall:** Just one moment, do I hear you correctly that you are just about to go into that? Publicize a list of those areas in which you are most interested in having research done—you're just about to?

**Hon. Mr. Norton:** That's what I have under consideration with staff at the present time, yes. That, as I understand, has not been the practice in the past.

**Mr. Bounsall:** So what you have done in the past is you've sat back and received applications from anyone or everyone who felt they had a research project that might be funded by yourself, and you chose among those that came in. Or am I to infer that you would sit down with many of those groups and shape their project to what you had in mind? Being a receiver of research projects without this rather more aggressive approach which you are about to pick up I would think you would be receiving a lot of projects that you wouldn't have much interest in, or not in the form in which they're submitted. There must have been considerable time spent reviewing and rejecting or reviewing and reforming. Is that correct?

**Mr. Heagle:** That's essentially correct. We were working, in effect, in a passive role. We invited projects. People sent in whatever project they felt was worthwhile. That meant that we spent a lot of time discussing the objectives of the project with the groups concerned and in many cases helping them with the design.

**Mr. Bounsall:** I think this is a good idea, that you indicate the areas in which you would like to have research done and therefore the briefs you receive will be much more focused right from the start. What areas does the ministry have in mind in that published or about-to-be-published list that you are interested in?  
[5:15]

**Hon. Mr. Norton:** I don't want to create the impression that there is a list that is about to be published.

**Mr. Bounsall:** Then general areas that you would be interested in.

**Hon. Mr. Norton:** I would suggest, for example, that almost every branch of our ministry has involved programs and involved areas of social concern from which we could benefit from some research. That would be true, I think, from everything from the mental retardation branch to the areas that relate to the impact of our programs in income maintenance areas on families. It might also relate to areas involving concerns about forces leading to family breakdown and consequences for families and those kinds of things.

There is just a whole host of areas that could be identified that have not specifically been part of many of the proposals that have come forth using the current practice. My personal feeling is that we should be more aggressive in identifying those areas which we feel would be of greatest social benefit.

**Mr. Bounsall:** You have sort of answered it. Every sort of subdivision of your ministry does have areas of interest, but I don't suppose you could fund all of those areas. You are doing some prioritizing within your ministry.

**Hon. Mr. Norton:** That's right. That would be necessary.

**Mr. Bounsall:** Have any priority areas yet been identified?

**Hon. Mr. Norton:** No. The one area in which I can say at this point we at least hope to have some priorities identified shortly would be in the area of the children's services division. That funding would be separate from this if we're successful, as I anticipate, in receiving some lottery funding for some specific research projects for children's services.

**Mr. Bounsall:** Yes. One final thing, again I will say that I think that prioritizing in the ministry's mind areas in which you very much want research in in order therefore hopefully to do some different program work or different program funding is a good thing.

On the other hand, there will be without doubt areas occurring to researchers across Ontario that may not occur to the ministry.

**Hon. Mr. Norton:** That's right.

**Mr. Bounsall:** You will still be receiving research proposals of other natures to be funded when someone gets a hot idea or sees a need for research in it.

**Hon. Mr. Norton:** Yes. Personally, I think it would be wrong for us to assume that the only priorities are those that we might identify. I think there would have to be that flexibility to provide also for initiative on the part of individuals in various research areas across the province to make proposals. But there would have to be some reasonable division of the funds according to the two approaches.

**Mr. McClellan:** Probably it's a useful place to ask you for some projections regarding the anticipated costs to the province of the federal changes in unemployment insurance. Have you had an opportunity within your policy analysis branch to do an analysis of the likely cost to the province of these changes?

**Hon. Mr. Norton:** That is an issue that I raised a couple of weeks ago at a federal-provincial conference which initially was to be a conference of ministers of manpower, but into which I managed to finagle my way. In fact, they ended up spending most of their time talking about impact on social services. I was amazed that the people at the federal level were under the impression the impact would be minimal. As a result of that meeting, I managed to get a commitment from the federal minister, Mr. Cullen, to have some of his staff participate, along with staff from the various provinces, in identifying what the impact would be.

Our estimates depend on what you're looking at. If you're looking at actual increased costs of our ministry in terms of general welfare assistance and other—

**Mr. McClellan:** One assumes that people who are no longer eligible for unemployment insurance are going to have to go on general welfare assistance. I would guess you have the capacity to do a reasonably accurate cost projection, with the help of the feds.

**Hon. Mr. Norton:** Part of the problem is in nailing down the specifics of the federal proposals and that hasn't been easy. We are learning now that a lot of the impact will depend on what their administrative interpretations are of what they're trying to do. A ballpark figure would be in the range of \$6

million to \$7 million directly on our programs. But if one were to combine that with, in terms of the province, impact in other ways, in terms of revenue sources and so on, it would be substantially higher. That would probably affect the Treasury more directly than our ministry.

**Mr. McClellan:** Right. Have there been cutbacks—

**Hon. Mr. Norton:** Unless the Treasury passes it along.

**Mr. McClellan:** Have there been cutbacks in what you had understood to be your share under the new block funding proposal?

**Hon. Mr. Norton:** We're not certain at this point of the status of the block funding proposal. As you know, the legislation has not yet been passed by the federal Parliament. We have had the impression that there have been some internal debates, to put it mildly, at the federal level, as to the availability of the enrichment and so on. We are still trying to get full information on that and I think it's fair to say that as recently as today, there have been telephone communications between deputies at the provincial and the federal level trying to sort out what is happening at the federal level. It's a very, very uncertain situation at the moment which makes it extremely difficult for us when we're facing the prospect of working on the preparation of our spending estimates for the next fiscal year. I'm sorry I can't be more specific than that.

**Mr. McClellan:** It would be useful to review again what you had anticipated by way of enrichment over the CAP funding prior to the announcement of Chrétien's restraint program.

**Hon. Mr. Norton:** In the first full fiscal year we anticipated enrichment of about \$50 million.

**Mr. McClellan:** Give or take a million.

**Hon. Mr. Norton:** Maybe more than that. Again it depends on—

**Mr. McClellan:** I have seen estimates as high as \$54 million or \$55 million. What you are saying is that at this point you don't know whether that enrichment package has changed substantially or not.

**Hon. Mr. Norton:** Well, no.

**Mr. McClellan:** I would like to know, as of the last phone call, what your information is about what you expect to receive by way of the enrichment.

**Mr. Carman:** Mr. Chairman, it is difficult for me too, to relay an exact picture because as it was described to me on the telephone



today, the federal Ministry of National Health and Welfare is still attempting to determine where it is going to make the share of the total constraint that has been imposed on federal expenditures. The phone call to me today was, "If the following assumptions were made about continuing with the block fund, do you think you would be prepared to continue with the arrangement?" So we still have not got to the point yet where we have a firm proposal from Ottawa. I think it's fair to say that the negotiations are still very much open.

**Hon. Mr. Norton:** I would qualify that by saying that although we are in that position now, at the beginning of this year we thought we had an agreement.

**Mr. McClellan:** Right, so did a lot of other people.

**Hon. Mr. Norton:** There's been a lot going on in Ottawa recently that has everything up in the air.

**Mr. Carman:** I've also been reminded that even the base upon which the whole calculation is to be made is not clear at this time either.

**Hon. Mr. Norton:** I have been trying for the last several weeks—in fact, it's four or more weeks now—along with my provincial colleagues to get a meeting with the federal minister in order to sort out this among a number of other issues. Although there are rumours that she might meet with us, there's been little by way of formal response.

**Mr. McClellan:** I assume that the reason that Miss Begin is not able to meet with you is that she doesn't know herself.

**Hon. Mr. Norton:** My subjective opinion is that that's a reasonable assumption.

**Mr. McClellan:** It's hard to overstate the degree of chaos that the federal government has introduced into the process. Do you have any idea from them about when they might know what it is that they are ready to propose to you?

**Hon. Mr. Norton:** The rumour has it that there might be a meeting in November. I would imagine that if there is a meeting there will be something a little firmer by way of information by that time.

**Mr. McClellan:** It really is an astounding sequence of events. The Social Planning Council is about to produce a study on the impact of the combined tax credit, family allowance and unemployment insurance changes on low-income families, particularly on the unemployed. I would commend it to your attention when it comes out. There are real grounds for concern about

the new program, leaving aside unemployment insurance, that while the structure of family allowance tax credit revisions may well be an improvement, the practical impact of the program is going to be quite devastating on low-income families who are also experiencing unemployment.

I don't know how a ministry you can deal with that, but you are going to have to take up some advocacy role publicly by virtue of your position of responsibility on behalf of people who are being harmed by these changes. I think that there is a leadership role for you here not to allow all of these things to take place behind closed doors in federal-provincial conferences, but to speak out because of the damage that is being done to social service programming and to categories of people who are being harmed by it.

**Hon. Mr. Norton:** I'd simply say in response to that that I felt that perhaps the first priority in terms of advocacy was to try to convince the federal government that there was impact that they may not have assessed. I think we have made some substantial headway in that respect. I hope we have. Certainly I have been encouraged by the support that we have had from other provinces.

[5:30]

**Mr. McClellan:** Our interest in this can be stated quite simply. I am determined to know the exact dollar amount of the block funding program that is made available to the province of Ontario and to seek an accounting for every single penny of that. We will be wanting to know from you, when you obtain exact figures, how you are spending those dollars and where and in what programs.

**Hon. Mr. Norton:** Something else that is obviously of concern to me at the moment—and I don't know where the chips are going to fall yet—and obviously will have to be taken into consideration, especially if the current policies or the policy changes on the part of the federal government have the kind of impact that we fear they might at this point, is that what is described in the block fund as enrichment may be more than offset by losses in revenue that we have at present which we won't have after this exercise is completed.

Also, the increased costs of existing programs—any enrichment might be absorbed simply in maintaining existing levels of service—is also something that is of concern to me, particularly because, from the point of view of any discussion or debate of this, it could conceivably put the senior level of

government in a position of saying, "We have enriched funding for social services at the same time that we may be net losers in terms of trying to maintain existing programs."

I would hope that until we know what is happening, you would not make the assumption that it would be reflected, if it's \$50 million, in \$50 million of new programs, because we may be struggling to maintain what we have in terms of quality of service.

**Mr. McClellan:** The unpleasant irony in all of this, of course, is that Chrétien has simply taken a page out of Mr. McKeough's book and is doing to you what you have done to the municipalities; that is to say, changing the rules midway through the game and altering the financial relationship on a unilateral basis. Maybe now that you understand directly and personally how destructive that process is we won't have a repeat of the 1975-76 and subsequent cutbacks with respect to municipalities. It just is an impossible way for inter-governmental relationships to take place. You're being hoist with your own petard in a sense.

**Hon. Mr. Norton:** I don't agree that the analogy is a fair one. I think that what you refer to as cutbacks is a selective choice of language as you're applying it to the policies of the province. Certainly there have been consistent efforts to restrain the growth of expenditures which have avoided up to this point the necessity for the kind of cutbacks that are being engaged in at the federal level, suddenly and apparently without great forethought.

I think the approach that the province of Ontario has taken over the last few years—amid considerable controversy, I might add—has been demonstrated to be a much more responsible way to approach restraining growth of expenditures at a time of economic difficulty than is the sudden change in policy that we're experiencing at the federal level.

**Mr. Cooke:** Talk to some of your former municipal colleagues and see what they say about that.

**Mr. McClellan:** It's a distinction without a difference as far as I'm concerned, and the impact—

**Hon. Mr. Norton:** I think it's a very significant distinction.

**Mr. McClellan:** —on municipalities in 1975-76 when Taylor applied his boots to the program is indistinguishable, from where I sit, from what is happening to you now that Chrétien has applied his boots in exactly the same way.

**Hon. Mr. Norton:** He's not applying his boots directly to me, he's applying his boots to—

**Mr. McClellan:** Certain recipients.

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** Yes, which is precisely what McKeough and Taylor did in 1975-76. It just illustrates the folly of these kinds of intergovernmental relationships and it illustrates the damage that is done to services and to people when governments proceed to solve their financial problems at the expense of somebody else.

**Hon. Mr. Norton:** I don't think that was ever either the intention or the effect of the policies of the province of Ontario vis-à-vis the municipalities.

**Mr. McClellan:** I think it was both.

**Hon. Mr. Norton:** I don't know whether I should let him have the last word or not.

**Mr. Chairman:** On item 7; Mr. Blundy.

**Mr. Blundy:** The amount of money that is having to be put forth for sole support mothers on family benefits is growing all the time. I note here that there is, on item 2 at the bottom of the page, an increase in the number of demonstration projects for sole-support mothers on family benefits. Can you tell me what is being done in that area now? It's on page 27 under item 7; analysis, research and planning, the last line. What is being done there and what has been accomplished, if anything? I'd like to hear about it. I think it's a very important thing because this is an increasing item in our delivery of social services in the community. I'd like to know what that is all about.

**Hon. Mr. Norton:** Okay, perhaps I could ask Mr. Heagle to give you some detail on some of the projects that are being funded at the present time. I might add that certainly the degree of success is very encouraging, in some of them particularly.

**Mr. Heagle:** Mr. Chairman, the major effort in that area is what we call the sole-support mothers' project. It's a project which we operate in conjunction with Employment and Immigration Canada. Basically, what we do is select, on a voluntary basis, family benefits mothers. We bring them in for pre-employment counselling and training. Canada Manpower co-operates with us in either getting them training courses or finding employers who are interested in hiring them.

We have now run for about 18 months in that project. One third of the mothers we graduated have gone directly to employ-



ment, approximately one third are in training and we have one third who have either—I believe we have one sixth who have dropped out and we have 10 who are either waiting for courses or are in the middle of changing from one job to another or waiting for employment.

We have been extremely successful, and the intent is to attempt to use this project as a pilot in the hope that we can ultimately establish this relationship with Canada Manpower in major centres across the province so that, in fact, there is an outlet for family benefits mothers to return to self-support for themselves and their children.

**Mr. Blundy:** How many such demonstration projects are under way?

**Mr. Heagle:** We have the one formal one, Mr. Chairman, and in addition we have approximately 25, I believe, informal ones across the province that are not so structured as this one is. Those are arrangements between the local district offices and the local Canada Manpower offices.

**Mr. Blundy:** And the results have been very encouraging?

**Mr. Heagle:** Highly encouraging.

**Mr. Blundy:** Will these be continued? Are they planned to be carried on?

**Mr. Heagle:** The 25 across the province are ongoing. They're sponsored out of a local district fund. The first one I referred to is a pilot project. It will end in approximately a year and a half and the hope is that, at that time, we will be able to move to create more projects of the same kind on a formal ongoing basis.

**Mr. Blundy:** In what way do you assist with children of the sole mother? Is this all a part of the service that is given?

**Mr. Heagle:** Yes. We pay the mothers an allowance, in fact, while they're taking our training course, our conversion course. In the main, they prefer to make their own financial arrangements for care of their children. Most of them are using private day care rather than a formal day-care centre. We pay that—they submit expenses to us—so that we make sure that the children are looked after. We've even gone so far in some cases as to attempt to arrange a change in OHC housing for them because they live at one end of the city and the only job they can find is at the other, and we've gone that far. We're doing everything we can informally to facilitate anything that will help those mothers to find a job and keep a job, if that's their wish.

**Mr. Blundy:** I'd like to be kept informed of how these projects for the single mother go, because I think it's a very important need in our community, that's for sure.

**Hon. Mr. Norton:** Perhaps on that point I'd just add that another matter that concerns me and the staff of the ministry as well as it relates to employment for sole-support mothers is the fact that there really is quite a hurdle for a sole-support mother to overcome in terms of making that transition from an income maintenance program, where such things as medical costs and dental costs and so on are provided for the children—that kind of security is there—and then making the transition, even where employment opportunities exist, into the market place, so to speak.

At the recent provincial conference of ministers in Nova Scotia, I made a proposal to them, which they supported, that we seek—again, hopefully this fall, if we can meet with the federal minister—some increased flexibility under CAP so that the provinces could then proceed to design more flexible programs which would allow for more assistance in the transition period and the provision of ongoing security for at least a period of time until the mother knows that she is securely established in employment.

It's not only sole-support mothers where that is a factor either. It also applies in cases of handicapped persons. I've met with representatives not too long ago, along with some of my cabinet colleagues, of the Canadian Paraplegic Association. The gentleman who was representing them explained that two days or so prior to that he had had a call from an employer who had about six jobs, if I recall correctly, which persons who were paraplegic could do if they had reasonable manual dexterity. He said that the greatest difficulty he was finding was getting people who really could face that risk that is necessary in order to move into the marketplace, even though the employment paid well, but the uncertainty of what would happen if the job didn't work out, for example, and the fact that after a short period of time the support fringe benefits, if you wish, that were in place would fall away.

I think we've got to try to come to grips with that so that those people who do have opportunities for employment can make that transition with some sense of security, and sort of reduce some of those hurdles that exist. At the present time if we were to do some of those things, we would not have the cost sharing under the Canada Assistance Plan.



[5:45]

**Mr. Blundy:** I have been told that the sole-support mother is one of the most difficult problems facing the social services department of the municipalities, the most difficult to resolve. Their case seems to be the most desperate. I really am anxious to know if it really is meeting not only the needs, but also satisfying that woman who is the whole support of a little family of three or four children and so forth. Do you really feel that it is meeting not only her financial needs, but also making her life better, because her life must be very difficult?

**Hon. Mr. Norton:** Are you referring now to the employment move or are you talking in terms of the income support program itself?

**Mr. Blundy:** No, I'm trying to get those women into some sort of a position that will help defray the cost of the family. Is it really working from the standpoint of that sole-support mother?

**Hon. Mr. Norton:** Another reason it is difficult, I think, to make the transition is that if you have a sole-support mother with three or four children, and if the employment opportunities that she might have in the community are at or perhaps only slightly above the level of the minimum wage, she might be a net loser by moving into the work force.

**Mr. Blundy:** Yes. I was thinking that a woman with three children and being the sole support could just say: "Oh well, I might as well sit here at home and look after the three children. I'd be better off." What I want to know is has it been shown to you that she is better off and has it appeared to you that she feels she is better off by getting into this program? This is what I want to know.

**Hon. Mr. Norton:** Perhaps Mr. Heagle could respond to that in terms of specific responses he has.

**Mr. Heagle:** In respect to the mothers who have graduated to date, we do three-month, six-month, and nine-month follow-ups with them. Almost all the ones who are employed, which is approximately 20 of the roughly 60 who have graduated at this time, indicate that they are extremely happy that they took the program. They prefer to be working rather than being on social assistance.

In respect to the second part of your question which was about the amount of money earned, I believe the average salary that we've managed to get for them so far

is \$165 a week, which in total terms is better than what they were receiving on social assistance. Unfortunately, there are other mothers who are not so skilled who couldn't earn that kind of money and who really would be only a very little better off, if any, on social assistance, for example, working at the minimum wage. I believe that's the reference, my minister has just made to having the Canada Assistance Plan changed to allow us to supplement those mothers so that they could both work and have a higher income than they would otherwise receive on social assistance.

**Mr. Cooke:** Fine. With OHIP payments, drug benefits and so forth, would they still be better off or what's the position?

**Mr. Heagle:** We have continued those on a phase-out package now. The proposal my minister has just referred to a moment ago would be to extend those benefits for a longer period of time and, where necessary, provide supplementation to the wages of the people who couldn't earn enough. So we're moving progressively outward on the supportive fringe benefits and other elements to allow them to keep working.

**Mr. Sweeney:** Along the same lines, I understand in our community that the municipality has a number of single-parent mothers who would like to go out to work but cannot find adequate day care because the limitations placed upon the municipality by your ministry with respect to how much they can broaden subsidized day care won't let them go any further. Consequently, we have—the last figure I heard was somewhere between 60 and 90 mothers—women in the city of Kitchener who are willing to go out to work and who could get jobs, but who can't get subsidized day care.

The city is saying they're in the unusual situation of having to pay out more money with their left hand than they would have to with their right hand because they can't get this subsidized day care thing worked out. Is there any way along the lines that we've just been discussing that you could reallocate funds? It doesn't seem to make sense to me, because I got the impression from what you and Glen just said that you would like to work out a more accommodating procedure with the federal government. I guess I'm saying the same thing as Mr. McClellan said: Can you not work out a more accommodating procedure with the municipalities because the money's all coming out of one pocket, obviously?

**Hon. Mr. Norton:** I don't know what the specific priorities are that the municipality

you are referring to has established. Certainly I think it is fair to say that in most municipalities their first priority in terms of subsidized day care would be for working sole-support mothers. I am not sure what you mean by "broadening"; whether you're talking about broadening the range of income in which there could be subsidy or whether you mean broadening in terms of numbers of people. I am not sure what you're referring to.

**Mr. Sweeney:** My understanding, Mr. Minister, is—and I stand to be corrected if I'm wrong—that the ministry has put a limit on the growth of subsidized day care within a municipality. Right or wrong? It can only grow at—I don't know what the figure is—two per cent, three per cent, four per cent a year. That's the starting point, and if I'm wrong there, then there's no sense in carrying this discussion any further. The number of places they are allowed to increase their subsidized day care by—that's the figure I'm looking at.

**Mr. Anderson:** It is up to the municipality to decide to a high degree how much they want to put into their day-care program. If they see fit to put the money into the day-care program through the purchase of service—and I believe that in Kitchener-Waterloo, in the Waterloo region, they do buy a good amount of service from private day-care operations—up to this point they would be free to expand their service within the limitations of their own budgets.

**Mr. Sweeney:** I don't think my question has been answered unless I misunderstand your answer. Is there not a limitation on the growth of the number of subsidized day-care places, yes or no? I understand that there is.

**Mr. Blundy:** Does your ministry control the number of places that a municipality may, in its wisdom, elect to have?

**Mr. Sweeney:** Subsidized day care now.

**Mr. Blundy:** Subsidized day care. Supposing that the city of Sarnia had 150 and they decided they wanted 250, where do you come in? Do you control that increase?

**Mr. Anderson:** As far as we are concerned, to the best of my knowledge the act is open; the municipality makes the expenditures to qualified people within the terms of the legislation and we would be required to pay subsidy on that amount.

**Hon. Mr. Norton:** That's one of the things that has exercised Mr. McClellan and one or two of his colleagues in the last couple of estimates rounds we've had—that we have

ended up with unexpended funds in the day-care vote because municipalities in fact did not pick up the subsidies at the rate we had projected.

**Mr. Sweeney:** So I am hearing then that there is no limitation on a municipality by your ministry?

**Hon. Mr. Norton:** I'm not aware of any limitation on specific numbers. What I might recommend we do, since the day-care program is under the children's services division and we don't have anyone here from the children's services division at the present time, is that we raise that matter and discuss it perhaps more fully then, I am not aware that we place any number as a limitation on municipalities.

**Mr. Sweeney:** Mr. Minister, I only raised it in connection with this single-parent mother and the need to make it more possible for them to do what's been discussed here. I'll double-check that but that was the information I was given.

**Hon. Mr. Norton:** If you're referring to capital in terms of building a new centre or creating new spaces in that sense as opposed to, say, purchasing the service, then that would be true that we do not have capital for new expansion.

**Mr. Blundy:** I was referring to the purchasing of existing facilities where there would be no capital funds required.

**Hon. Mr. Norton:** I am not aware of any policy that would place a limit on the numbers under those circumstances.

**Mr. Cooke:** Do you mean there is no control on the number of purchase of service in day care? Certainly, there is in Windsor. Not necessarily subsidized, but I'm talking about the number of places for children for day care. You control how much a municipality can purchase and what participation the province is going to have. You don't just let it go at whatever the municipality wants.

**Hon. Mr. Norton:** Perhaps, as I say, we could discuss this more fully under children's services division, but I don't know of any time when we have had to refuse to approve a purchase of service contract between a municipality and the supplier of the service.

**Mr. Cooke:** I hope that happens in Windsor very shortly.

**Mr. Blundy:** When you're discussing programs for sole-support mothers to be able to get out and work, it is a part of the deal that she is going to be able to make arrangements to have her children put in

day-care services and hopefully be supported, or subsidized. It is a part of this deal, really. A part of this program.

**Mr. Chairman:** Shall item 7 carry?

**Mr. McClellan:** I am anxious to get to the individual program votes so that we can deal with these issues in real depth, and I want to spend a fair bit of time, as I did on the leadoff, on the problems of sole-support mothers and the kinds of programs that this ministry needs to develop, and the changes to legislation that I think are necessary before we can say that we're doing anything for sole-support mothers. I'll be coming back to that once we get into the second vote.

Item 7 agreed to.

Items 8 and 9 agreed to.

On item 10, social assistance review board:

**Mr. Cooke:** I would just like an update. Last year I raised this issue of what I felt was a very unfair system that the social assistance review board uses when a person appealing their case has to come before this board with literally no representation, unless they go to an MPP or go to somebody on their own to receive assistance.

I think last year the minister agreed that the system was not particularly adequate or fair. I didn't read Hansard to review that, but I do remember the minister saying that there was a problem and that he was looking at it. I was thinking, and I think last year I spoke in terms of the courts, where they have duty counsel, where somebody can go in with duty counsel and be represented. Certainly, there is nothing like that in this process.

I wondered if you had given that any further consideration. I do remember your saying that you agreed there was a problem last year. Of course, you agreed last year that there were a lot of problems.

**Hon. Mr. Norton:** I would agree that there still are, and if I'm around next year I'll probably agree that there still are then. I don't pretend that all the problems can be eliminated—ever, perhaps. I don't recall that. I recall looking at the data in terms of the numbers of people who were represented and the numbers who were not; but I don't recall making any specific reference to—

**Mr. Cooke:** I should have brought Hansard. Maybe I could just review the problem, then, very briefly. I know from the cases where I have gone with constituents in front of the social assistance review board that I have had great success. We win three quarters of them. We haven't had a great number of

them, but we win most of them. I would think we win them not because we provide any excellent representation, although I'm sure that is true, but it's just that they have someone representing them that is familiar with the procedure and who will speak on their behalf, and knows what work to do to prepare the case; whereas most of the people who appeal these decisions don't know how to prepare themselves. They go in there very nervous, and it is a very unfair process.

I really think the ministry should be looking at some kind of representation for the people who are appealing their cases so that they do get a fair hearing—something similar to what is done in court where there is a duty counsel. It doesn't have to be a lawyer; in fact, it would probably be better if it were not a lawyer—maybe a social worker or something like that.

There should be some kind of a process to make sure that the clients are adequately represented and the cases put forward. I do remember last year someone in your ministry, whether it was yourself or someone else, agreeing that that was a problem and that it was being looked at. Maybe it was one of your staff?

[6:00]

**Hon. Mr. Norton:** Mr. Borczak, do you recall any specific discussion of that from last year?

**Mr. Cooke:** I know I got a lot of statistics from that too.

**Hon. Mr. Norton:** I'll check on that too if you like. I don't recall any.

**Mr. Cooke:** Maybe at the same time I could request that you give me the updated statistics for my area on the number of hearings that were held in Windsor and Essex county and the number of appeals that were won by the people who appealed the cases.

**Hon. Mr. Norton:** Actually, fortuitously, the annual report will be tabled in the House on Thursday, I expect.

**Mr. Cooke:** Is that broken down in regions?

**Mr. Borczak:** That data is available there.

**Mr. Cooke:** The number of appeals that are lost and won?

**Mr. Borczak:** Yes. If I might just touch on the one point that was raised by Mr. Cooke earlier. In terms of so-called professional representation, about 6½ per cent of the persons who appear before us have



such representation. This is in the form of legal counsel and private practice or perhaps legal clinics or sort of storefront facilities that are associated with the schools of law in the cities where such schools exist. This adds up to about 6.4 per cent of the total. In respect of all of the others, they appear either alone or a small number have representation by members of the Legislature.

**Mr. Cooke:** In the case of the people who are represented at six per cent, do you find that they are more successful in winning their cases than those who are not represented?

**Mr. Borczak:** I would say that they are better presented, very definitely. I would say that many people who appear before the board are perhaps not able to present their position as effectively as someone who has some training.

I agree with Mr. Cooke's observation that it does not have to be legal representation. I think that someone who has some knowledge of how things work can be very helpful to persons.

**Mr. Cooke:** Do you agree that it's a problem then for the 94 per cent of the people who go in front of the board and don't know the process and usually are not as adequately represented? I remember going through this same conversation last year. Are there any steps going to be taken to make this system more fair?

**Mr. Borczak:** What I would like to comment on here is that the problem is perhaps not as serious—I don't want to downgrade the problem at all—as the bare numbers seem to suggest. When you talk of 6½ per cent who have some kind of counsel and the balance do not, it doesn't necessarily mean that that is a true reflection of the difficulties for appellants.

Many of the appeals that appear before the board are of a nature where it doesn't matter how expert the assistance may be and so on; the result is clear. Many people who appear before us are appearing on issues where the legislation is quite explicit. There is little or no discretion left.

If there isn't any discretion, the answer is obvious as soon as the hearing gets under way as to what the result is going to be. That's a very significant number of them when you have an opportunity of looking at our statistics, which will show a breakdown of the reasons for persons appearing before the board, the kinds of situations they are in and this sort of thing. There are significant areas there where there isn't much

opportunity of changing the end result. As an example, if a person is disqualified on the basis that his liquid assets exceed the amounts provided by law, that is it. There is no other answer.

While it would be helpful to many people, it doesn't mean that the other 94 per cent of persons should have legal representation.

**Mr. Cooke:** Maybe you could give me the breakdown of that six per cent that do have representation, how many of those cases are won and how many are lost. I would be interested in looking at that as compared to the other 94 per cent that have to go it alone.

**Mr. Borczak:** We don't have that information. It would take quite a bit of work for us to go through those cases. We would have to go through the several thousand cases to pick those out.

**Mr. Cooke:** I still think it's a very important issue. If the appeal process is to have any meaning at all, the case has to be presented properly. Whether a large number of the cases are routine cases that the person appealing is going to lose or not, the case still should be presented adequately and there should be a process in place to do it. If you take the position that most of the cases are going to be lost anyway and are just routine cases, then it makes a mockery of the whole appeal procedure.

**Mr. Chairman:** Shall this item carry? Is there any further discussion?

**Mr. Cooke:** I thought maybe the minister would say something this year. He didn't last year.

**Hon. Mr. Norton:** I was just saying that probably one way in which something like that could be done that wouldn't be too expensive would be, and this is just speculating, perhaps to have someone attached to each panel of the board when they are holding hearings to assist in that respect. The problem there, of course, is that that individual would presumably be an employee and therefore suspect, so that may not be an answer at all.

**Mr. Cooke:** In the cases I have dealt with, the field workers who are involved with the cases from either mother's allowance or the welfare office don't even appear with the client. So the client goes in front of these people from Toronto all by herself, and really it is quite a frightening experience. I can see why, again, even if most of the cases are routine cases, if they are not adequately presented and if you just assume they are going to be lost, you might as well eliminate the whole process.

Item 10 agreed to.

**Mr. Chairman:** Perhaps we should adjourn at this point, it being 6:05. We will reconvene tomorrow at 2 p.m.

**Mr. Johnson:** I suggest we move the clock

ahead five minutes and then we won't miss the votes in the House.

**Mr. Chairman:** Was our clock slow?

The committee adjourned at 6:07 p.m.

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 Sweeney, J. (Kitchener-Wilmot L)

**From the Ministry of Community and Social Services:**  
 Anderson, J. G., Assistant Deputy Minister, Social Services  
 Borczak, M., Chairman, Social Assistance Review Board  
 Carman, R. D., Deputy Minister  
 Heagle, D. G., Executive Co-ordinator, Policy Analysis and Financial Planning













Ontario

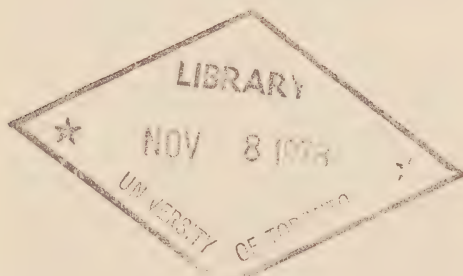
No. S-27

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Community and Social Services



**Second Session, 31st Parliament**

Wednesday, October 25, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, OCTOBER 25, 1978

The committee met at 2.04 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2801, ministry administration program; item 11, Experience '78:

**Mr. Chairman:** Are there any comments or questions with respect to that program?

**Mr. McClellan:** We finished the social assistance review board, did we?

**Mr. Chairman:** Yes, we did.

**Mr. McClellan:** That's too bad.

**Mr. Chairman:** I noted you had a question before you had to leave. You want to pose it now, but actually the item is carried.

**Mr. McClellan:** With your indulgence, I wanted to ask the ministry—I suppose the chairman isn't here today — to give us a breakdown of cases that have gone before the social assistance review board which represent appeals against decisions of your vocational rehabilitation services branch with respect to funding for the learning disabled. I'd just like to have the statistical data.

**Hon. Mr. Norton:** Of the numbers of cases?

**Mr. McClellan:** The numbers of cases that were appealed from vocational rehab to the social assistance review board, and then what was the disposition of those cases. I doubt if we'll get to vocational rehab today, so we could come back to that discussion. I would like to have the data base to deal with it.

**Hon. Mr. Norton:** I don't have that specific information here, but I'm sure that we can get it, if not from the board then surely from the vocational rehab branch. We'll try to get that to you before we get to that point, if you wish.

**Mr. McClellan:** Okay. That was the only question I had on that. I don't really think I have anything on Experience '78 except to really congratulate the minister for it and to urge you to expand it. I think it's just tremendous—this is the new me burning. This is the program where they bring

summer students into the public service for summer jobs. I'd like to see that expanded even further.

Item 11 agreed to.

Vote 2801 agreed to.

On vote 2802, social resources program:

**Mr. Chairman:** Is it the wish of the committee that we take this vote item by item, or as a whole? There are only three items in the vote.

**Mr. McClellan:** I would prefer if we could deal first with income maintenance and then with social services, just for the sake of coherence.

**Mr. Chairman:** Could we get program administration out of the way then?

**Mr. McClellan:** Program administration overlaps the other two, and it's always made sense to me, and I think the way we've done it in previous years, is to go through program administration and then deal with issues related to income maintenance and finish that off, and then deal with issues related to social services and finish that off; it gives us a better opportunity for a three-way discussion on some important issues.

**Mr. Chairman:** Is that acceptable to the committee? Yes.

On item 1, program administration:

**Mr. B. Newman:** I wanted to ask, under program administration, the length of time it takes to process some of these claims that an individual makes. Why does it take so blooming long? I've had one fellow claims he's been at it for three years; that's right. The Windsor office holds the thing. Are they instructed to hold the thing so that you pay less money later in the long run? Why in heavens can't an individual's claim at least be processed as quickly as possible? It's very disturbing to see a man come into your office in tears, a grown up, who claims he has a rightful claim and it's sitting in the Windsor office.

**Hon. Mr. Norton:** If someone has had an application in process for three years, that would be an extraordinary circumstance. I would like to know more specifically about it and I'll find out why that kind of thing can happen. Generally speaking, I think the



average period of time for processing is about three months. I would like to see that abbreviated considerably. One of the problems that we do have is in part I think related to what you say in that the applications, of course, are taken by the field staff and there sometimes is a delay of a week or two in terms of actually completing an application following the initial contact.

In some instances, depending upon the nature of the application, there may be medical evidence that is involved or medical information that is required, which may take again an additional period of time. Once the application is completed then it's forwarded to the office in Toronto for processing. That takes an additional period of time. Once it has been approved there is a further period. I don't know what the average length of delay is from then until the first cheque is actually processed and out.

One of the things that has concerned me most about the present way in which we deliver that service is the problem of delays. It's my sincere hope that through the decentralization process we have undertaken in the ministry, more of the decision-making authority, especially that type of decision-making, can be localized and the delays that presently are attendant upon the transfer of the information to a Toronto office for a decision and processing would be eliminated.

**Mr. B. Newman:** The paper pushing isn't there to delay the providing of financial assistance, is it?

**Hon. Mr. Norton:** That is not a policy of the ministry, if that's what you're getting at.

**Mr. B. Newman:** Do you make payment as of the date of the application? Why don't you make that payment? He was just as needy at the date of the application as he was when you decided to give him payment.

**Hon. Mr. Norton:** By the date of application, do you mean the date of the initial contact? Is that what you're referring to?

**Mr. B. Newman:** When he comes down and files an application that he's needy and everything else proves in the long run that he was needy as of that date, why aren't funds provided to him when he originally applied? You saw everything was in order.

**Hon. Mr. Norton:** Oh, I see what you mean. Yes. I would hope that through an improved delivery system, by decentralizing it, that those kinds of decisions could be made more speedily.

**Mr. B. Newman:** Even though they may be made more speedily, why aren't they made as of the date of the application, if the client is deserving?

**Hon. Mr. Norton:** Do you mean made retroactive to that date?

**Mr. B. Newman:** Not retroactive. He applied at a given date and his benefits should be payable from that date, if you decide to pay him benefits.

You can stall that in your office or push it from one office to another so that there could be months and months before the individual gets any type of assistance from you. In the meantime, in some instances, he may not be able to get it from the local welfare office or he or she may even be ashamed to go into a welfare office.

**Hon. Mr. Norton:** Generally speaking, the operative date upon which a person is eligible to receive his benefits is the first day of the month following the day of his application.

**Mr. B. Newman:** That's acceptable.

**Hon. Mr. Norton:** That is the present policy.

**Mr. B. Newman:** But that applicant will apply today and it may be two months, three months or four months before a decision is made. You don't make payments from the day he applied, you pay him from the date of the decision.

**Hon. Mr. Norton:** Unless they are receiving other assistance in the meantime, payment would be made back to that date, I believe, would it not?

**Mr. Anderson:** Yes, sir. The routine is quite clear within the legislation. We do pay retroactively to that date unless the person is receiving general welfare assistance.

I might say that over 65 per cent of all the people going onto family benefits are in receipt of general welfare assistance at the time of the grant, so the bulk of them are not entitled to a full retroactivity. They've already received an allowance for the same period of time through another agency subsidized by our own ministry and we don't pay duplicate allowances.

**Mr. B. Newman:** And subsidized by the municipal taxpayer, in that instance too, 20 per cent; don't forget that. And you don't pay it all because the feds are paying 50 per cent of it.

**Hon. Mr. Norton:** That's correct.

**Mr. Anderson:** I was speaking specifically of the allowance that the individual gets. We would not pay a 200 per cent allowance during that pending period.

**Mr. B. Newman:** Nobody asks for a 200 per cent allowance. All I ask is that the individual who files the application gets what he or she is entitled to. You see these

long delays and you tell them to go to welfare because the municipal property tax payer is going to take up 20 per cent of that burden, rather than you taking up the fair share of it. It hurts these people.

[2:15]

**Hon. Mr. Norton:** That's not the reason for referral to the local welfare office. But I think your argument has merit in it, and it's particularly persuasive in encouraging us to move in the direction of decentralization, because effectively what you're saying is that the decision at the local level can be made more quickly and on the spot. Through further decentralization, we hope we can avoid the delays that the present structures contribute to.

**Mr. B. Newman:** The allowance by the welfare office is lower than is your allowance.

**Hon. Mr. Norton:** Yes, generally speaking.

**Mr. B. Newman:** Why don't you make up that difference, then?

**Hon. Mr. Norton:** I'm not sure that there is any particular reason why not, except for the dangers of creating additional delays because of calculating what the differences are and so on. It is to be hoped that what the person receives in the interim is adequate to meet his basic needs until the processing of his application is completed.

**Mr. B. Newman:** I have explained the problem that I'm confronted with. I hope your officials look into this, because it is really rendering hardship on an awful lot of people.

Item 1 agreed to.

On item 2, income maintenance:

**Mr. McClellan:** I spent a fair bit of time in my lead off remarks dealing with the plight of single-parent mothers on family benefits allowances. I want to come back to that on this item. The first thing that I want to deal with, before turning to the issue of job creation programs and the elimination of the kinds of disincentives that are built into the Family Benefits Act, is the question of the adequacy of the allowances. The allowances are simply subpoverty level allowances. That is a reality. I want to show that to you again.

A mother with one child 10 years of age is entitled to a combined income from family benefits and the federal family allowance demogrant of \$4,388 a year. If she were receiving the minimum wage and family allowance, she would be getting \$6,236 a year. If she were getting an allowance based on the 1976 Statistics Canada poverty line, she would get an allowance of \$5,966 a

year. If she were granted an allowance based on the Canadian Council of Social Development poverty line, it would be \$6,825 a year. If it were based on a standard of adequacy rather than on a standard of poverty, and you used the Social Planning Council's guide for family budgeting, her income would be \$7,200 a year.

By whatever standard of poverty or adequacy you use, your recipients are receiving poverty level allowances. In fact, they're receiving subpoverty level allowances. As I said, a mother with one child aged 10 is close to \$1,600 a year below the lowest poverty line. That's the 1976 poverty line, which I haven't adjusted for intervening price increases. A mother with two children, one below nine and one aged 10, would be \$2,200 a year below the Statistics Canada poverty line. A mother with three children aged 10, 13 and 14 would be \$2,600 below the Statistics Canada line, below the lowest poverty line. A mother with four children aged, below nine, 10, 12 and 16 would receive \$7,160 from you, but the Statistics Canada poverty line for a family of that size is \$10,121. She is \$3,000 below the Statistics Canada poverty line. The larger the family gets, the worse the position is.

As I said in my leadoff remarks, we're talking about 100,000 kids in this province who are dependent on your ministry for support—three per cent of the children of this province—and you keep them in poverty. There's no other way to put it.

I have said before that I have no use for needs tested programs, not because I object to the principle of needs testing, but because I have never seen a needs testing program where the budgets are based on actual needs. The budgets seem always to be based on hypothetical figures drawn out of a hat which bear no relation at all to what people actually need. I've taken the trouble to try to obtain some actual cases of what's happening to family benefit recipients here in Metropolitan Toronto. You allow, in your budget, a basic rental allowance for family benefits recipients of \$130 a month—\$130 a month in Metropolitan Toronto—plus \$5 a month additional for every child after the first. I believe that's correct.

I have some cases of what that means to people here in Metropolitan Toronto: A mother on family benefits with one child receiving a rental allowance of \$135 a month, paying \$250 a month rent. A mother with one child on family benefits receiving \$130 a month from you, plus the \$25 a month rent supplement through the General Welfare Assistance Act, for a total rent income of



\$155 a month. She's paying \$225 a month in rent.

A mother and one child receiving \$130 a month from you, receiving \$10 a month from the municipal welfare office as a rent supplement for a total rental income of \$140 a month, paying \$190 a month rent. A mother and one child receiving \$130 a month from you in rental allowance paying \$170 a month rent. A family on general welfare assistance consisting of one adult and two preschool children receiving \$130 a month rental income on general welfare assistance and paying \$210 a month rent.

Where does that money come from? It doesn't come from you. You know where it comes from. It comes out of their food money. It comes out of their food budget. It comes out of their clothing budget. In the last case I cited they have to somehow scrape \$70 a month out of their food budget to pay for the rent.

Some people are scraping as much as \$100 a month out of their food budgets to pay for the rent. Your rental allowances bear no relation at all to reality. I invite you to find a place on the private housing market in this city for \$130 a month for family accommodation. You tell me where you can do it. I'm surprised that people can find rental accommodation for \$250 a month rent on the open market for family accommodation in this city. It doesn't really exist. But to perpetuate a rental allowance of \$130 a month is absolutely bizarre. Where do you get this figure?

How can you possibly say you are running a needs tested program and define the need for rental income as \$130 a month in Metropolitan Toronto or any large urban centre? Because I am from Metro, I'm not familiar with rent structures in other parts of Ontario, but I would guess that other representatives of this assembly who live in smaller communities will tell you that you might as well whistle Dixie as find family accommodation for rent for \$130 a month in this province. There aren't too many places, I'll bet.

That is only half of your so-called needs-based budget. The other half is the pre-added budget that is supposedly based on what a family needs to provide food, clothing, sundries and all the other personal expenses that the total monthly budget requires. I don't know how you arrive at those budgets. We have asked virtually every year, going back probably for 10 years, to have a rational explanation of how you develop—I think it is still called the pre-added budget—the budget you show as schedule A of regulation 287, the amounts for basic needs.

A family of one adult and one child is entitled to a maximum of \$365 a month for food, clothing and all other family needs. I want to have from you a breakdown of how you determine that that particular family can live on that particular amount of money. I invite you to present me with data which will establish that schedule A is based on some objective measurement of need. I would like you to respond to that.

**Hon. Mr. Norton:** I think the figure that you are referring to is not what you interpret it to be. It is not any longer regarded as a shelter allowance, because the last number of increases that we have provided in the program has not resulted in any change in that. We reviewed that as a basic minimum level. If, by chance, a person is paying less than that, which is probably quite rare, there may be an adjustment in that portion of the amount they receive. If they are paying that much or more, then that does not affect the total amount they receive in their allowance.

What we have done is to lump the total across-the-board percentage increase, when there has been an increase, into the balance of the allowance, without any adjustment in that basic need.

**Mr. McClellan:** Well, so what? That just covers the cost of living. In fact, it hasn't covered it.

**Hon. Mr. Norton:** I am just suggesting that the increases that have been given have covered the total amount of their allowance in terms of the base upon which the percentage was applied. There has been no change in that figure. In other words, it is not legitimate to look at it as a shelter allowance in the sense that you have interpreted it. The increases in that amount have not resulted in the change in that figure. That was done by design originally to try to protect some of our recipients from landlords automatically increasing their rents by the amount of the shelter allowance.

**Mr. McClellan:** Oh, no, don't give me this stuff. If I apply for family benefits, the field worker will come and visit me and she will say, "How much do you pay for rent?" I will show her how much I pay for rent.

Just take this first case in front of me of a mother and one child. She is paying \$190 rent, and the field worker enters on the form "\$190 rent." Then you calculate her other needs. You take the size of the family. It is a mother and one child aged nine years old. You go to the figure on schedule A and you say "\$365", and you enter that into your calculation. Then you say she is paying \$190



a month rent, but she only gets \$130 for the rent budget. You don't take the \$190 rent figure and add it to the \$365 figure in schedule A for basic needs.

[2:30]

**Hon. Mr. Norton:** The purpose of the basic level that you refer to—in asking for that information from an applicant—is only to verify that they are at or above that level. If they are paying less than that level then there might be some adjustment. It's not as you interpret it. In fact we have moved substantially towards a global allowance that is not based upon the criteria that you suggest, in terms of building it up from actual costs.

**Mr. McClellan:** I am happy and pleased to be shown to be wrong. A mother and one child aged eight years old is entitled to \$365 a month from schedule A plus \$130 a month rent—am I wrong?—for a total of \$495 a month.

**Hon. Mr. Norton:** Would you like to explain the specific procedures, Mr. Anderson?

**Mr. Anderson:** The amount you're quoting is the amount of the lady's allowance. It would only be increased from \$365 based on what her fuel needs would be if they were not themselves incorporated in her shelter allowance. What the minister in effect is saying is if the woman were allowed \$130 a month shelter allowance—

**Mr. McClellan:** Oh, it's worse than I thought.

**Mr. Anderson:** —and it was actually \$100, then the \$365 would be reduced by \$30. It's not added on to \$365.

I think the minister has indicated the rationale: because of the factor and the possibility of decreasing the allowances, in the last several revisions we have purposely loaded any increase that's possible, even although they might be calculated partially on a percentage increase in shelter, into the other needs of the family. We are required by our agreement under CAP to include shelter as a variable, in order to justify the rates we pay. We have shown those as the lower amount and we have intentionally not increased them as an identifiable item in the new budgets over the last, I think, three years now.

**Mr. McClellan:** So the \$365-a-month figure that I cited was the total, including the rent?

**Mr. Anderson:** It is the total. Plus a fuel allowance, if applicable.

**Mr. McClellan:** I'm sorry, I was wrong. It is substantially worse than I thought it was.

How do you determine that is the need? How do you determine that this family is able to live on \$365 a month? What is the objective measurement of need that was used to arrive at the determination of that figure?

**Hon. Mr. Norton:** I'm not sure that there is any specific objective criterion, such as you are asking for, that can be provided.

**Mr. McClellan:** Where did you get the figure? You must have got it from somewhere. Did somebody make it up?

**Hon. Mr. Norton:** The figures that are currently in effect are figures that result from the increases that have been allocated over the years since the basic allowance was established.

**Mr. McClellan:** That was never based on anything objective then, was it?

**Hon. Mr. Norton:** I wasn't around at the time. I don't know whether Mr. Anderson was or not.

**Mr. Anderson:** Over an extended period of time we have had consultation with home economists in the ministry and they have in the past developed a shopping-basket-type approach to the creation of the allowances. There were amounts in there dealing with the current costs of food, household necessities, household sundries, and those form the basis for the original allowances and they were revised consistently. In the last one or two years the increases have been based on a percentage increase rather than on specific allocations within that shopping basket type of approach.

**Mr. McClellan:** Where is the reference to this? Is there a table in the regulations that sets out what you have referred to as the shopping basket?

**Mr. Anderson:** Not any longer, sir. Through you, Mr. Chairman, we have moved away from that concept of a food budget, household sundries, household supplies, clothing allowances, utilities, that used to be provided all on a very specific basis and we have moved more towards the direction of a pay-cheque in the sense that people in earning a salary don't have their salaries broken down and dedicated to specific items. This has been the approach over the last several years, to move into a lump sum payment rather than a very categorical type of assistance within the allowance.

**Mr. McClellan:** Well, you see, most of the cases that I have cited are in fact much worse off than I had anticipated they were. A mother with one child paying \$190 a month rent is paying over 50 per cent of her income in rent. The mother with one child

paying \$170 a month rent is paying almost 50 per cent of her income per month in rent. In all of the cases the mother with one child who is paying \$250 a month rent has a disposable income of \$165 for the remainder of her budgetary needs. I mean that is really ghastly. I am aware of the rent supplement program but the rent supplement program does not appear to be adequate to meet the reality of 1978 shelter costs. I think there's a maximum on that, and I think the maximum is somewhere around \$40 a month, if I'm not mistaken, in Metropolitan Toronto.

Hon. Mr. Norton: I believe it's up to \$50.

Mr. McClellan: Fifty dollars? There are other municipalities where its provision is variable. It remains a discretionary feature, if I'm not mistaken, under the General Welfare Assistance Act at the discretion of the municipality, and it simply doesn't approach any standard of adequacy. The overwhelming reality is that their allowances are below the poverty line and if people are paying in excess of 50 per cent of their allowances towards rent and are left then with amounts varying between \$150 and \$200 a month for everything else, they are in desperate straits, they really are. I don't see how you can argue otherwise.

I don't see how you can make a case otherwise than to acknowledge that and to concede that you have to start all over again in calculating the base of these allowances so they are based not on what the department has always done since 1936 but on some objective measurement of what it costs to live. And we have a number of standards. Some are generous and some are not very generous, and I happen to feel that the Statistics Canada poverty line is not particularly generous, but you're way, way below that for all permutations and combinations of family size. It is impossible to achieve even the Statistics Canada poverty line.

Hon. Mr. Norton: Obviously there are a number of ways that this can be viewed and certainly the one you cited comparing the levels of assistance to the various poverty lines established by private agencies—

Mr. McClellan: And real costs, real rental costs.

Hon. Mr. Norton: That is not the only criterion. I don't know if the specific calculations of those poverty lines take into consideration items that are covered in addition to the levels of assistance paid by the provinces. For example, fuel costs, which is perhaps more significant for people in some parts of the province than it is for people living

in Toronto, most of whom I suspect do not pay their own fuel costs.

Medical costs are also covered, as are dental costs and any drug costs which may be incurred. Those things are removed from the actual budget because they are provided for in addition to the basic allowance that is provided.

Mr. McClellan: Medical insurance, for example, would be provided to a minimum wage earner or to somebody below the Statistics Canada poverty line because they'd be eligible for premium assistance.

Hon. Mr. Norton: The other factor often cited in terms of establishing levels of assistance is that there is a point where the assistance is a definite disincentive to work.

Mr. McClellan: Here we have less eligibility.

Hon. Mr. Norton: Less what? What I was—

Mr. McClellan: Still enunciates the principle of less eligibility.

Hon. Mr. Norton: You have in the work force some individuals who would be supporting a child or a family on incomes not higher than, and in some instances below, what it is possible to receive on assistance.

Mr. McClellan: Yes, that is the principle of less eligibility.

Hon. Mr. Norton: I'm not familiar with the terminology.

Mr. McClellan: It derives from the Poor Law of 1834.

Hon. Mr. Norton: I wasn't familiar with that.

Mr. McClellan: Your thinking is right in line with the best thinking of the early 19th century.

Hon. Mr. Norton: If you look at the rate at which the levels of support in this province have increased over a period of years, although in some recent years this has not been so, the rate of assistance has increased at a rate higher than the consumer price index.

If you take the base from, say, the early '60s through to the present—

Mr. McClellan: People are worse off.

Hon. Mr. Norton: No, the allowances have increased at a rate almost twice, in some instances, what the consumer price index increase has been in the same period of time. If you look at the average increase in industrial wage during that period of time, the provincial assistance has increased at the same rate or in some instances at a higher



rate, than the average industrial wage in the province.

I know you could argue that the base back at that point in time was inadequate. If you look at other aspects of this, or look at it from different perspectives, you're selective—

**Mr. McClellan:** Yes, very selective, highly selective.

**Hon. Mr. Norton:** —in the comparisons you choose to draw. I would be interested to know to what extent the figures arrived at, and I don't know the answer to this at this point, in the various poverty lines established do take into consideration the protection all individuals under this program would have from certain costs that have increased very substantially and contributed very heavily to the consumer price index increase over the last few years.

[2:45]

On the problem that you cite in terms of rent supplements, I must say I don't know exactly what the average rent supplement might be. It would seem to me if the maximum that can be paid is up to \$50 per month and you know of an individual in a specific case who is receiving \$10—I believe that was one of the cases you cited, I don't know on what basis the decision would have been arrived at in terms of the \$10 by the municipal government.

**Mr. McClellan:** That's precisely the problem. These are real cases.

**Hon. Mr. Norton:** Yes, and I would hope that in arriving at those decisions that the municipal administration would look at a real case and make some realistic evaluation.

**Mr. McClellan:** Obviously they don't.

**Hon. Mr. Norton:** Well, one cannot necessarily arrive at that conclusion by looking at figures.

**Mr. McClellan:** I'm not. I am looking at real families.

**Hon. Mr. Norton:** Yes, I realize that, or figures that reflect a situation of a real family.

**Mr. McClellan:** No, no, these are real families.

**Hon. Mr. Norton:** What you are quoting to me now are figures which I must say are persuasive in support of your argument, but all I am saying is that I was not in the position, nor I presume have you been—you might have been with this family to sit down and review their budgetary needs and determine what was a realistic supplement to be paid toward their meeting their rental

costs. Presumably someone at the municipal level did that and arrived at the conclusion that \$10 supplement was adequate to meet their basic needs. Now perhaps that is not the case and I would assume—is the rent supplement subject to an appeal in terms of the board?

**Mr. Anderson:** Mr. Chairman, that is a discretionary item with the municipalities and not subject to appeal.

**Mr. McClellan:** What are you going to do? A family—another case—an adult and two children who receive—well, their rent is \$185 and they receive a rent supplement of \$30, so their basic income—I will take the maximum; I don't have the ages of the children and so I will take the maximum—their basic income is \$433 plus \$30, so that leaves them less than \$300 a month for everything else.

**Hon. Mr. Norton:** Do any of those families, to your knowledge, have any income from part-time earnings under the allowable part-time earnings provision?

**Mr. McClellan:** No, no.

**Ms. Gigantes:** They wouldn't be getting the maximum if they were.

**Mr. McClellan:** The answer to that question is no.

**Hon. Mr. Norton:** No, it wouldn't necessarily affect them unless they were over the allowable levels and there was some tax back provision. I acknowledge the persuasiveness of some of the cases that you cite, but I would say that it's difficult on the basis of that information to second guess someone who I hope made a well informed and responsive decision in determining the level.

**Mr. McClellan:** We have two pieces of data; the one is from cases and the other is from objective measurements of what it costs to live. As I have said, there have been three that have been developed and that are well respected and usually referred to—the Statistics Canada poverty line; the Canadian Council on Social Development's poverty line; and, the only one that I am aware is actually based on a systematic shopping-basket approach, if you will, the Social Planning Council's guide to family budgeting, which is based on what it costs to achieve a minimum standard of adequacy in one's living.

I'm not even using the SPC budget guide, because that is just so far above the allowances that you're paying. You pay somewhere between 50 and 60 per cent of the Social Planning Council's budget guides.



You are below the poverty level, and in individual cases it is possible to see and to verify real hardship. Those are the two sets of data that I am presenting to you. The problem remains that you are setting your allowances without any objective base for determining what your needs schedule is.

**Hon. Mr. Norton:** I would just point out as an additional point—it does not resolve the differences between the poverty line figures and the levels of assistance, but it does make some significant difference—that in each case the families that you refer to would have at least some additional income that would not be classed as income for purposes of these calculations. For example, if they had two children they would have some source of income from family allowance on a monthly basis, plus they would be eligible, with two children, for the provincial tax credit, which combined would be fairly close to \$1,000 a year, which would not be part of the calculation on the charts or figures that you are referring to.

**Mr. McClellan:** It still doesn't get you up to the poverty line.

**Hon. Mr. Norton:** No, I pointed that out at the beginning, but it does make a significant difference in terms of—what would it be on a monthly basis, \$75 or so per month, that would not be reflected in the figures and would be over and above what you cite as the shortfall in the examples you have selected.

**Mr. McClellan:** In some of the cases that is valid. I calculated in the family allowances when I was trying to do some comparisons with a number of families in relation to the poverty lines, which also account for this.

**Hon. Mr. Norton:** Did you also include tax credits?

**Mr. McClellan:** No, I don't believe the tax credit is calculated in, but that isn't going to make up an average difference between your allowances and the Stats Canada poverty line of 70 per cent adequacy.

**Hon. Mr. Norton:** I didn't suggest that it would make up that difference. I just suggest that in looking at the basic needs of a family and what they have in terms of resources to meet those needs, that \$1,000 difference is significant.

**Mr. McClellan:** Just one final thing on this point. Since you expressed again the theory that the principle that social assistance recipients are, to use the words of the 1834 Poor Law Reform Commission, "less eligible for entitlement than those who are in the work

force," is that a statement of government policy?

**Hon. Mr. Norton:** I was making an observation, I was not stating any policy. It is a matter of fact in terms of observation, it was not a statement of policy.

**Mr. McClellan:** You feel it is just for a single-parent mother with child-rearing responsibilities automatically by definition to be receiving less in all circumstances than the lowest paid person in the work force?

**Hon. Mr. Norton:** I did not make that statement.

**Mr. McClellan:** That's what you do. Not in all cases. If you are fortunate enough to have a large family then you are marginally better off than a large family on the minimum wage. That's a reflection of another set of problems relating to the inadequacy of minimum wage.

**Hon. Mr. Norton:** Plus if you were to calculate—I am not sure at which level there would be a separation in terms of difference—but if you were to calculate the benefits—now, granted, the person on minimum wage would probably be receiving assistance with their OHIP premiums, but the other areas where there is additional assistance available in terms of fuel, where that is applicable, dental costs, drugs, and so on, if you calculate those in, and especially if it's possible for the individual to do some part-time work, even if they were to earn, under the present arrangements, up to the maximum allowable before there is any taxback, which would be, say, \$120, then in some cases they would be substantially better off in terms of their resources, because you must bear in mind also that their sources of income would be non-taxable too.

**Ms. Gigantes:** Could I just add one thought to this discussion? You talk about the general increases that have come and the way you have built up a package of income supplement in Ontario. You talk about the period, starting in the early 1960s, when the percentage increases in income maintenance have been larger on a year-by-year basis for some years than the industrial wage rate increases or the cost-of-living increase.

But I think it's important for you to think about what poor people spend their money on and what actually has been happening to the costs of those items. As you're aware, Statistics Canada is about to remove some of the weighting factor that they give to food from the cost-of-living statistics. That's because, as industrial wage rates have risen in this country, people increasingly are spending a lower proportion of their disposable income on food. That is not true of poor people. Food

increases have been so drastic, in fact, that Statistics Canada has had to take that decision—unwisely, I think, because the value of something like a cost-of-living index of the kind that has been provided, even though it's inadequate, in my view, is that you can get some reflection of what people who are at the lowest level of income in society are going to need for basic food and shelter. Those are the two basic items for poor people.

On the fact that industrial wage rates have not grown as fast in some years as the increases in income maintenance, you cite us documentation, or you say there is documentation. That is not really relevant to the discussion. In fact, it should instead cause you to worry more for poor people when you see Statistics Canada deciding that it is going to remove weighting on food because people in society are spending a lower proportion and, in the view of the federal government, food increases are warping the cost-of-living index so that they're therefore going to change the way in which they calculate all this. If it's that significant, then I think as the Minister\* of Community and Social Services, responsible for income maintenance, you should be very concerned, because that indicates that any of these comparisons you've been citing to us are really even less relevant than they might normally be.

We know that over the last five years we've seen the biggest increases in rents that we've had for any period since the 1960s. Second of all, in the last two years the increases in food prices are enough that middle-class consumers are up in arms. We know all that. The significance of that information is that we should be even more leary; as a minister, you should not be willing to talk about comparing industrial wages and the cost of living. You should instead be inquiring, "What is the significance of this for people who are dependent on us for food and shelter?"

**Hon. Mr. Norton:** I can assure you that we are very concerned. I think, though, as a minister there are things I have to talk about to point out different perspectives upon particular issues. It's not to minimize the concern that we have.

**Ms. Gigantes:** No, I think you were attempting to minimize the concern we had. If you don't agree with those arguments, don't give them. If you don't have that perspective, don't give it.

**Hon. Mr. Norton:** I'm just pointing out there are different perspectives. You can choose, for example, one measure, which I'm not saying is invalid at all; I'm just saying the measurement you selected is one of a

number of comparisons that can be looked at.

**Ms. Gigantes:** Don't give us a perspective you don't share, as if it were your own. You misled us if you do.

[3:00]

**Hon. Mr. Norton:** I'm also trying to introduce a degree of objectivity in terms of various aspects that have to be examined. In terms of the concern, when we are faced, as we are, as a nation and as a province—perhaps less so as a province than some of the rest of the nation—with the current economic situation which, I suggest, makes the concern even greater rather than anything else, with the various changes that are taking place in the federal policy and with the revenue difficulties governments are having because of the performance of the economy, I think one has to be concerned enough about this as a basic program to even ask questions about restraining other programs or even looking for areas where savings can be made in order to allocate additional funds to this kind of basic food and shelter program, if you wish, in order to meet these fundamentally important needs of individuals.

It's not an easy time to be struggling with those kinds of problems. I'm sure it would not be a popular decision to curtail another program or other programs within the ministry in order to meet the basic needs; but I think this is so fundamentally important that some measure like that may sometime be necessary, if the economy continues in its current course with no significant improvement. That's how seriously I view this program and how concerned I am.

**Mr. Blundy:** The member for Bellwoods has mentioned the rental accommodation in the Metro area and the increased costs and so forth. I want you to know that this is not just happening in the Metro area. In the last week or so I have had occasion to talk to a couple of recipients of assistance. When you stop and think how the rents have got to where they are, then you have to look at the municipal property tax increases over the last several years in every municipality—in mine as well.

Most of the rental accommodation that is made available to and used by people on income maintenance is usually a portion of a building and so forth where heat is supplied and water is supplied and so forth. I don't know about in this area but in our area the cost of water bought from the Ministry of the Environment by the city of Sarnia has increased 25 per cent over the last three years. You have mentioned fuel costs. Well, we know what fuel costs are.



I find that in most of the cases I look at the discretionary supplement from the municipality is being paid to the limit just to keep these people housed—in very inadequate housing but at least housed. A woman with two children in two rooms with a bath over a store is paying \$190 a month rent. You say she can pay that, but then, when she goes to buy the groceries, as has already been indicated, I believe the amount of money for just food and shelter is inadequate. It is certainly inadequate in my area as I see it. We have a very low vacancy rate in rental accommodation. These people have to take the least expensive accommodation and even the least expensive accommodation is really beyond what is allocated for rental accommodation, to say nothing about the other costs they have.

You mentioned other programs may have to be curbed and so forth. Well, I'm sure there are many programs in this government that could be curbed without hurting people so severely as the amounts that are being paid to these people who are receiving assistance for their very living. I really believe that it's not looked at carefully enough and frequently enough to really be realistic. Everything has gone up extremely high in all of these areas and I'd really have to back up what the member for Bellwoods has said. I know that it certainly applies in my municipality and I think it's got to be looked at again. There just isn't enough money for people to live.

**Mr. Chairman:** Shall item 2 carry? **Mr. McClellan:**

**Mr. McClellan:** Let's pursue the question of allowances just a little bit more. One of the things that you provide is a school clothing allowance to enable parents to outfit their children to go back to school. What is the current amount of that per child?

**Mr. Anderson:** The back-to-school allowance, as we refer to it, is \$50 and \$75 per child depending on the age.

**Mr. McClellan:** Fifty dollars and \$75? I thought it was \$25 and \$50.

**Mr. Anderson:** I am sorry, \$25 and \$50, and it's payable one month only during the year, the month of August, in preparation for the child returning to school.

**Mr. McClellan:** Have you ever bought clothes in August to send a child back to school?

**Mr. Chairman:** That's a rhetorical question.

**Hon. Mr. Norton:** I have bought clothing for children, but I have not specifically bought clothing for children going back to school in August.

**Mr. McClellan:** Why don't you try it some time? Take 25 bucks and see how far you get. You'd be lucky to get a pair of jeans, let alone anything else.

**Mr. Van Horne:** I'll volunteer my six kids but I hope he would take more than 25 bucks.

**Mr. McClellan:** Well, you can't. It's as simple as that. You can't outfit a kid for 25 bucks. You can't outfit a teenager for \$50. It's absolutely ludicrous. Anybody who has children knows that.

**Hon. Mr. Norton:** I am not sure the intention of that was to meet all of the costs. I'm not sure that it was ever suggested it was for that purpose.

**Mr. McClellan:** Well, What's it for then? Sheer benevolent generosity?

**Hon. Mr. Norton:** No, presumably—

**Mr. McClellan:** Wanton generosity?

**Hon. Mr. Norton:** No, presumably it is a recognition that at the time of the year there are additional costs involved in preparing a child to go back to school. It will be on the assumption, I presume, that during the balance of the year that within the allowance there would be something available for the provision of clothing and that this would be supplementary—not designed to meet all of the needs but some of the extraordinary costs at that time of the year.

**Mr. McClellan:** Well, it's not intended then to meet the needs. I mean, in my family the kids' clothes by the end of the summer are wrecked and they've outgrown their fall clothes from last year. I think for most families what happens is that in August and early September mother goes shopping and has to buy most of the year's clothes—at least, certainly for the fall—and you can't do that on \$25 a month. I don't know where it is in the budget here that there is an adequate allowance for children's clothes.

**Hon. Mr. Norton:** I was not suggesting that the clothes don't wear out. I am suggesting that within the family budget presumably each month or periodically there is some money that can be made available to go towards cost of clothing, and that this would be supplementary in recognition of the fact that that is the time of year when often the costs are higher for the very reason that you cite, that it's a time when one has to sort of re-equip.

**Mr. McClellan:** Is there a specific allowance for the costs of, for example, telephone? What happens if somebody moves and wants to install a telephone and has to pay the \$50 deposit? Is that covered?



**Hon. Mr. Norton:** No, as I indicated earlier we have moved substantially away from the specific kind of allocation that you're referring to.

**Mr. McClellan:** That's because you could never identify the pieces of the specific allocation.

**Hon. Mr. Norton:** That certainly was a problem.

**Mr. McClellan:** You've lumped everything together so that you no longer have to defend the indefensible, but—

**Hon. Mr. Norton:** It also allowed us to put all of the percentage rate of increase across the whole allowance into the other end and take it out of what was previously referred to, I believe, as the shelter allowance.

**Mr. McClellan:** Are you intending to provide anything by way of additional funds for Christmas and holiday celebrations this year?

**Hon. Mr. Norton:** I have no knowledge of specifics at this point.

**Mr. Anderson:** Mr. Chairman, with regard to that we're talking about the question of our basic allowance. A good number of municipalities do, under the special assistance program and supplementary aid program, provide for specific costs for individual families. That's where repairs of the type that you suggested with regard to repairs to appliances—I think that was implied—installations of telephones, special arrangements for children going to camp, are often provided at the local initiative for both categories of recipient.

**Mr. McClellan:** The operative word there is "often" because it's discretionary. If you are lucky enough to live in a reasonably affluent municipality, you can expect some benefits—if you are in Metropolitan Toronto for instance. If you are in another municipality, you can expect no benefits. And there's a wide range in between. Where is the justice in that? Why should some citizens of the province receive more favourable benefits by way of meeting extraordinary but still necessary costs than other residents of Ontario? What's the rationale of that?

**Hon. Mr. Norton:** I'm not sure that on the basis you put it there is any rationale to support that thesis. I think another way of looking at that is that in recognition of the fact that people who live and work within a community can better determine the needs of that community perhaps than can a centralized government beyond what may be established as the basic support that is provided across the province. Those decisions can be more responsibly made there.

If your argument is in favour of centralizing the decision-making process, then I'm not sure I would agree with you.

**Mr. McClellan:** You heard what I said in the leadoff. I think that now you are moving to a decentralized provincial structure with district offices it makes sense to be planning for the elimination of a dual income maintenance program.

**Hon. Mr. Norton:** I can assure you that is one matter being considered.

**Mr. McClellan:** You can use the rhetoric of the little guy having to deal with the big bureaucracy of Queen's Park or the big bureaucracy of the regional municipality of Hamilton, or the big bureaucracy of the regional municipality of Ottawa or Toronto? They are all big bureaucracies. That really is a red herring.

**Hon. Mr. Norton:** No, I don't think it's a red herring. I think the right difference is in degree.

**Mr. McClellan:** It's just another matter of red tape that people have to try to crawl through.

[3:15]

**Hon. Mr. Norton:** I suppose that is one perspective. Again, it's not one that I would necessarily agree with, I don't think it's another layer. It ought to be a more responsive—I would hope a more responsive administration if it is decentralized. We may learn that that doesn't automatically follow, that other changes are necessary in order to see that the responsiveness is there.

**Mr. McClellan:** It's difficult to overstate the degree of difficulty there is for a social assistance recipient in this province even to know all of the different programs and bureaucracies that they need to deal with in order to obtain all of the things that they are entitled to obtain under the legislation, let alone to have the capacity to do battle with those various bureaucracies. When you talk about the issue being one of somebody wanting to overcentralize everything as opposed to the principle of local control and local autonomy, that doesn't mean a damn thing to somebody who is on family benefits and having to figure out whether she should deal with her provincial field worker, or whether she should go down to the municipal welfare office, or which bureaucrat controls which piece of the pie that makes up her total benefit package.

**Mr. Anderson:** Mr. Chairman, the minister has suggested that in line with the questioning that you've been following with regard to the elimination of the levels of contact, or

the points of contact, we do indicate that we are experimenting in a number of areas, as I think we have mentioned in previous estimates—in the Kitchener-Waterloo area; most likely in the Ottawa area very shortly—with programs of joint intake, so the individual will only be working with one worker for both programs as they proceed through the application and eligibility process and then continuing on afterwards, so that if they have any programs of rehabilitation or programs of family assistance that are underway at the time of the person going from the municipal assistance to the provincial, there will be continuity with the field worker.

They won't start to deal with new workers at that crucial phase. It's those experiments that will indicate best the level of single administration or whatever levels of administration need to be developed most with regard to providing continuity of service, and eliminating some of the roadblocks that you've suggested exist.

**Mr. McClellan:** It seems to be your intention for the foreseeable future to keep up basically a dual income maintenance program within subcategories inside the provincial program.

**Hon. Mr. Norton:** Those kinds of changes are difficult to achieve overnight. I mean they do require some rather complex planning and development.

**Mr. McClellan:** Yes, but I don't really see that taking place.

**Hon. Mr. Norton:** I'm sorry, not all things we are doing are on the table in terms of that kind of visibility. I'm not suggesting I'm hiding anything; I just meant that some things are not as visible as others.

**Mr. McClellan:** This one is completely invisible.

**Mr. Carman:** Mr. Chairman, the decision was made to decentralize the family benefits assistance program for decision-making at the local level, and I think we discussed that earlier in the spring. It's our strong view that until we have successfully decentralized that so that the eligibility determinations are being made locally, and the computer systems are set up to support local decision making, one cannot effectively move to any kind of marriage between the two systems. The computer system is also a requirement of the municipal welfare administration system as well. As a consequence, the priority for development within the ministry has been to concentrate on putting both systems into a computer-assisted base over the next two years and to have both of them operating successfully at the local level. I think at that

stage one can then begin to effectively resolve the question of how best in the future the systems can be administered for the benefit of the client.

**Mr. McClellan:** I think that is a very positive direction to be taking, but at the same time as you are dealing with administrative and bureaucratic integration, why don't you deal with the inequities as they affect people and eliminate, for example, the difference in benefit levels as between general welfare assistance and the basic family benefits program?

When you look at the blue book and the breakdown of the general welfare assistance caseload, you find that about 45 per cent of the cases on the general welfare assistance caseload are unemployable people and only about 55 per cent are so-called employable people. I may be wrong on this but I would assume the majority of the unemployables are in process of transition from general welfare assistance on to family benefits. Whether or not that is the case isn't important with respect to the issue of equity that is at stake. It is really indefensible to continue a basic discrimination between benefit levels of the two programs. I think it would be relatively easy to address that.

Secondly, you need to remove the remaining discretionary features of the General Welfare Assistance Act and to make the supplementary aid and special assistance provisions mandatory on the basis of an equitable provincial cost-sharing. Those are inextricable in my mind.

The reality is that special assistance and supplementary aid are an integral part of the provincial program. In order to meet basic needs, people are required to turn to the municipal program, whether it is in rent or in a variety of other needs. They are basic needs. You would be in enormous difficulty in your provincial program if you didn't have the backup of supplementary aid and special assistance in the municipal program. It is indefensible to continue the kind of variation in benefits available that takes place from one region of this province to the other.

If you are moving towards an integration, that is good. We applaud you for it and everybody understands how difficult that process is and how long it will take. Administratively, it is an enormous job. You should be dealing at the same time, and in a sense first, with inequities as between classes of benefits and recipients of the different programs.

**Hon. Mr. Norton:** There are some things that are made difficult by the administrative



changes that are necessary, which you have acknowledged. There are other things made difficult because of issues that we were touching upon a little earlier, such as availability of resources at the moment. In general terms, it seems to me one can maintain that distinction at the present time, until such time as the integration has taken place of the two, in levels of assistance on the basis of the fact that one is intended obviously to be longer-term assistance and the other short-term emergency assistance by its intention.

**Mr. McClellan:** By intention.

**Hon. Mr. Norton:** Yes. It is true that there are some cases, a relatively small number—

**Mr. McClellan:** What is the average length of the caseload of general welfare assistance? Do you have that?

**Hon. Mr. Norton:** I recall that in the employable individuals the average length of stay is one month. In terms of other categories, I don't know, off the top of my head. Do you, John?

**Mr. Anderson:** Mr. Chairman, our fairly firm figure over a long number of years was three months. It is now expanding slightly and moving between three and six months. But it is still short term.

In one sense that is not necessarily a reflection of the characteristic of the case because they may be proceeding into long-term assistance on family benefits. But there are still large numbers of them, even among the unemployables, who are suffering from very short-term disabilities. It can be as bad as a heavy cold, the flu, a broken arm, a bad cut—anything that removes you on a doctor's certificate from the work force for a short period of time. The average is still just over the three months at the municipal level.

**Hon. Mr. Norton:** I think the reason the length of the period of assistance for the employable individuals—I realize it is not relevant to what you are talking about at the moment, but it is significant to me, especially in the face of the assumption that many people make, and I think wrongly so, that there are people who are—fraudulently isn't the correct word—

**Mr. McClellan:** Malingerers.

**Hon. Mr. Norton:** Malingerers who are able to work and who are in receipt of general welfare assistance. I think the statistics just show that those assumptions are wrong. There may be specific exceptions, but certainly on the average that is not the case.

**Ms. Gigantes:** I remember a minister of the Ontario government, a minister of Community and Social Services, who helped spread that inappropriate analysis.

**Hon. Mr. Norton:** I don't want to get into a debate on that. I suppose that some might argue that the stance he took helped to create the current situation. I don't know what the statistics were at the time that he was speaking.

**Ms. Gigantes:** They were very much the same.

**Mr. McClellan:** The day in the scrapyards was not helpful.

**Ms. Gigantes:** I don't want to interrupt your question, Ross, but on the same general area; I live in an area which is, as you know, a growth area, it is a suburban area. Nevertheless, it has a lot of poor people in it. In that area there is no public housing. There has been some CMHC rent-to-income housing established. And you know all the problems that arise in projects like that.

In fact they get filled up and people stay there, and that's it. They need to stay there. There is no reason why they shouldn't be there. They are still paying a hefty part of their income, if they are in the lower middle class, or even middle-class people with large families, to stay in projects like that.

What happens with really poor people in Gloucester township, and I guess it is the same in Nepean township, with no public housing, is that even with the rent supplement they can't find an apartment they can afford. They are not allowed to enter into the public housing program in the city of Ottawa because of residency requirements within the city of Ottawa, which I understand and approve of. I think the city of Ottawa has for far too long borne the social burden of the whole region.

But does your ministry try to co-ordinate with the Ministry of Housing any effort to deal with that kind of problem? Because what it means in Gloucester is that people just can't find a place to live, and the number of cases of this kind that arise are truly appalling. With the best will in the world, and the best co-operation we can get out of local agencies, and the best information, all we can give people in Gloucester township now is the hope that co-op housing, subsidized through the city of Ottawa, in the city of Ottawa, is eventually going to provide them with a place where they can live within their meagre income. But it just concerns me that somehow this ministry—I have taken this problem up again and again in the Ministry of Housing estimates, and the



answer I keep getting from successive Ministers of Housing is, "That is a municipal decision."

[3:30]

While the municipality of Gloucester has changed drastically over the years in its willingness to take on that kind of responsibility, it still has not initiated any major attempts to overcome it for Gloucester residents. It's not going to happen very quickly unless there is a major indication of a requirement from the provincial government and some financial initiatives, I guess, from the provincial government. I'd like to know whether your ministry feels any responsibility in this area.

I'm sure Gloucester township is like a lot of other townships that have experienced large growth and just have not built up the social resources to provide housing for people in need.

**Hon. Mr. Norton:** In the area of that type of co-operative approach between my ministry and the Ministry of Housing we have begun to do that, initially in the area of accommodation for senior citizens. I must say we have not really at this point addressed the problem for family accommodation.

I don't like to encroach upon areas of jurisdiction of another ministry, but I think one thing we ought to be examining in that area very carefully—especially now that the levels of subsidy in Ontario Housing are reaching the level they are, which is really quite high on a monthly basis per unit—that we look at the viability, as an alternative, of much more extensive rental subsidy. It may address in part at least that problem, if that kind of thing could be done. It would eliminate the need for the local municipality to make the decisions with respect to specific capital commitments in terms of building additional accommodation.

At this point in time we have not. We're working at improved communication between the two ministries. I'm not suggesting there are problems with the communication. It's just that I think it's true there has probably been too little of it in the past.

I don't know how one resolves it but the Ministry of Housing—and I'm not sure the minister would agree with this—overlaps in terms of social policy to a very significant degree, and yet it also overlaps in the other resource areas. Perhaps there would have been better communication in the past if it had been in the same social policy group of ministries as ours. That hasn't been the case, so we've begun to bridge that by other channels of ongoing communication.

**Ms. Gigantes:** Can you give some outline of what kind of initiatives you're undertaking with the Ministry of Housing for senior citizens?

**Mr. Anderson:** I think the Ontario Housing Corporation has generally, in many communities, taken over the specific responsibility for the care of both the elderly and the physically handicapped from a housing point of view. At one time the authority was pretty clearly with the municipalities to develop housing for the elderly, but more and more those programs have been undertaken by OHC as a specific development. Although the minister has mentioned that we're just moving into some of those areas of co-operation, over the last year we've been working very closely with the Ministry of Housing with regard to the development of specific housing in apartments for another group of people that we're associated with—the physically handicapped—so they can be accommodated within the regular housing projects with some kind of support services.

It will be necessary in the long run for those services to be developed between our two ministries and also between our ministry and the municipality. So we are gradually moving in. I think, as the minister said, it's just in the one area of housing for families specifically that we've been in not too close communication.

One of the problems is that we have some reservations about the long-term desirability of major complexes for low-income families. Those are things that have been evidenced in a number of communities, and the Ministry of Housing is looking at those problems too, the accumulation of social services that sometimes comes to a community as a result of putting in large family complexes.

**Ms. Gigantes:** You can argue about that, I suppose, all day. What concerns me is that there seems to be an enormous gap where there are supposed to be housing programs going on which are supposed to meet the needs of people in income maintenance programs. There are vast areas where those housing programs just don't exist.

The kind of income maintenance programs you have that relate to shelter can't make up the gap for these people. The kinds of cases that one runs across include senior citizens, handicapped people and people who are handicapped by nothing more than poverty. It's the full range, it's not just families that end up coming to our constituency office to get no help, essentially, because there's nothing. They're being told by social workers to move to the city of Ottawa and try and hang on for a year, or to go into a nursing

home, which ends up being very expensive for the province and not what people prefer in many cases.

I just don't feel the evidence of the integration of the two ministries, considering the fact that the Ministry of Health is involved too, because if there's another cost that goes into health, people end up in institutions. How fast can we expect to see the results of your joint thinking?

**Hon. Mr. Norton:** Again, I think that the one major unknown factor at this point that will be a major one in the determination of how soon the planning that has gone into some specific areas at this point will be manifested by some concrete evidence. One major factor is obviously going to be the availability of the resources in the immediate future. That's something which is unknown to all of us, I guess, right now.

**Ms. Gigantes:** Have you made any attempt to calculate what resources would be freed up in the Health budget?

**Hon. Mr. Norton:** To my knowledge, my staff haven't done any specific calculations with respect to the Health budget. I'm sure the Ministry of Health has done some examination of that, because they have been working with us as well on some aspects of this.

The one problem that the Ministry of Health is faced with is that there are no real savings unless beds are closed. Take as an example those physically handicapped people who are perhaps quite able to live more independent of the structured accommodation if there are some support services available and therefore move out of perhaps chronic care facilities where they are at the present time and ought not to be.

If those individuals as they move out are replaced by other individuals filling those beds, then the Ministry of Health has no real savings. In fact, unless the numbers of beds that are closed are enough to make a significant difference in terms of the operating cost of the facility, even a few beds left empty really don't represent any significant saving.

So those are some of the problems. If one could theorize on actually emptying a Health operated facility, or a number of wards in a Health operated facility, or whatever, then one could, at least theoretically, calculate quite easily what the costs were, but whether or not those would be realized in that transition is another question.

**Ms. Gigantes:** Have you ever had the feeling you faced a person who obviously was going to run into health problems unless somehow an income problem was dealt with

and there was no way of solving the income problem under your programs? You know that the ambulance costs are going to get paid and the slashed wrists are going to be sewn up and the psychiatric counselling will be covered. I don't expect you to sit down and compute how much you could save, with all the computer programs you could imagine for this kind of stuff, but when you face these people—

**Hon. Mr. Norton:** Sorry, I thought you were referring more specifically to accommodation cost of living.

**Ms. Gigantes:** Yes, that's part of it. Often the financial crunch comes for a person in a crisis; emotional or psychological crisis comes because of shelter problems. I am sure you have run into that.

**Hon. Mr. Norton:** Yes, I know of some specific cases in my own constituency.

**Mr. Van Horne:** This may have been covered, Mr. Minister, but I have a specific case. I will ask a general question and hopefully the answer will cover the specific. It relates to the applications for assistance for exceptional children living at home. Is there a general set of criteria that you use in evaluating such applications?

**Hon. Mr. Norton:** The answer is yes and I was just checking to see if I have it.

**Mr. Van Horne:** Then you have the criteria there. I assume you are looking for it now.

**Hon. Mr. Norton:** What I am referring to here is a draft of a simplified handbook and self application we have just completed, something we hope will simplify things to the point that an individual or a family who wish to make application can do so substantially on their own and understand whether they are eligible and if so for what level of assistance.

**Ms. Gigantes:** Where do people go now? Where are people supposed to go? I haven't been able to find out.

**Mr. Van Horne:** I have not finished my question yet. If I may pursue this—

**Hon. Mr. Norton:** District office.

**Mr. Van Horne:** If a trust fund has been set up for a person who perhaps is at home because of an injury, to be specific an automobile injury, and the resultant legal action brought a fund to the family, is that considered in the terms of reference or in the criteria?

**Hon. Mr. Norton:** That is an issue now being addressed. Based on the specifics we have here, I am really not in a position to release it because there are certain aspects



of it which still require approval of Management Board and so on. There are some implications such as the one you suggest that we, individually, are not able to resolve. But we are seeking resolutions.

**Mr. Van Horne:** In passing these questions on to you, I am keeping the name of the specific family anonymous at their request but I do have a situation I have been negotiating by phone and mail, when the mails did exist, with Mr. Smith. The problem I am having is carrying the message back to this family who in fact have been denied assistance up to this point because of a trust fund. [3:45]

Now I happen to believe these folks have a very good case to present. The mother and father are not able to work. The mother is not able to work because of an arthritic condition and the father because of a heart valve problem. What few resources they have left to draw on—and they are to be admired because they've got all kinds of documentation from medical specialists in our community pointing out the problems that this youngster has and, at the same time, commending the parents for keeping him at home and doing all that they can. Their resources are being washed away by the extra demands on them.

I would hope that in your deliberations and in the criteria that you're reviewing, undue emphasis would not be placed on a trust fund if, in fact, they can't get to the damned thing. That would appear to be the case. It's sitting there, but they can't get to it. In the meantime their own resources are being washed away. That is, in my opinion, a case that should come first and foremost on the top of your list of acceptable applications.

**Hon. Mr. Norton:** Is this a situation where there is an income from the trust?

**Mr. Van Horne:** Not to my knowledge.

**Hon. Mr. Norton:** Without getting into the specific case in terms of our response at this point I would like to follow up on it with you more specifically perhaps later.

At the present time we do not have the authority to waive the trust as an asset. However, we hope we will have a clear answer for you one way or the other if you can hang on for, perhaps, a couple of weeks.

**Mr. Van Horne:** Yes. We've been hanging on for a long time. I started working with these people on November 3, 1977, and it's almost a year later. I will gladly pass on to you the specifics. Thank you.

**Mr. McClellan:** To come back to the family benefits issue. I talked a bit in the

leadoff about work disincentives that are built into the legislation. I tried to argue that it is the legislation as much as anything else that renders a single-parent mother unemployable. That is to say the restrictions that the act places on a woman in receipt of family benefit allowance that makes her unemployable. It is certainly a major factor in her unemployability. She can only work 120 hours a month and she is only entitled to \$100 a month exemption before she is hit with a taxback rate of 75 per cent.

I don't understand the severity of that work disincentive. It really is an almost insuperable work disincentive.

Firstly, 120 hours as I said is not too far from a full working month, but taken in conjunction with the taxback rate of 75 per cent, it means that it really isn't worth your while to do more than a token job activity. If you earn \$400 a month you get to keep \$150 of it, which is absurd.

You've indicated an interest, in your lead-off speech, in addressing yourself to the job needs of women on family benefits. That has to be reflected, I think, in two things. One is changing the legislation to remove the work disincentives. That means the maximum number of hours and the present punitive level of exemption in the present punitive taxback rate. It involves the provision of a number of support services. One of these, obviously, is some kind of a human resources fund for people who need some kind of educational upgrading or vocational retraining. Those resources have to be made available on the basis of adequacy.

Secondly, I think you need to get into a job-creation program that recognizes the reality of child-care responsibilities so that it would be a job creation program that is able to accommodate flexible hours, a job-creation program that takes into account the reality that a single-parent mother does have family responsibilities that inhibit her from competing on the job market on the basis of equality with people who don't have that set of responsibilities.

Thirdly, any job creation program needs to be offered on the basis that it provides opportunities for career development and career advancement. I am not interested in hearing about James Taylor-style programs involving work in the scrapyards or menial and dead-end work for the sake of work kinds of projects. I am interested in hearing from you proposals for the development of a job-creation program with flexible hours and career opportunities for women with a series of backup services and programs to help with



educational upgrading, work preparation, work readiness, and the like.

You said in response to my leadoff speech that you had some things in mind in terms of job creation. I would be interested in hearing from you what kind of progress you have made in planning for that.

**Hon. Mr. Norton:** Obviously, in terms of developing any specific policy proposal of this type there are some hurdles that have to be overcome first. I acknowledge at least significant parts of what you said as being essential moves that should be made. It's true, I believe, that within the system there are disincentives that have, I am sure inadvertently, crept in or been built in without the intention. In any event, there are elements that do perhaps discourage or at least fail to actively encourage an individual towards independence in career development and so on.

What I feel we have achieved at this point, first of all, is support from the other provinces for what will now be a joint approach to the federal government, I hope this fall, if the meeting I made reference to the other day materializes. We will be seeking not necessarily large sums of money but some greater flexibility even in the application of current resources under the Canada Assistance Plan, for example, which would allow us to do with existing resources hopefully even more positive and creative things than presently is possible.

As I say, there's not much point in my getting into speculation about specific policy proposals yet, although I do have some things in mind which have not received policy approval because there is not much point in doing it unless there is going to be the opportunity for that kind of flexibility.

I might say the considerations I have discussed with other provincial colleagues include, if the flexibility can be achieved, both assistance in the transition, and also, hopefully, some direct incentives towards job creation as opposed to those directed towards the individuals themselves.

**Mr. McClellan:** I say again, for people who are being served by your ministry, whether they are single-parent mothers or handicapped people or disabled people, they suffer the disadvantage, either by physical condition or personal circumstances, of being unable to compete in the market economy. That is the basis of their dependence; they can't compete in the economy because of limiting factors or disability.

If you are going to be successful in helping people to participate fully in this society, and that involves participating in the econ-

omy, then you have to be prepared to deal with the conditions that are causing them to be dependent in the first place—to handicap their handicap, if you know what I mean, to give them an offsetting compensation in terms of structured work situations, either through incentive to employers or through special job-creation programs that will offset the competitive disadvantage that they have with other folks in the society.

I congratulated you for having recognized this and having dealt with this in your developmental resources program for the mentally retarded. You need to extend that same principle and that same model, it seems to me, to other groups of people with the same kind of leadership that you exercised with respect to the developmental resources program.

I am pleased at least that you are thinking about it and talking about it, and trying to secure federal support on an interprovincial basis. It is a matter of real regret that Lalonde's income security review petered out so abysmally, not only because of the income securities reform that we lost but I think more important because of the community employment strategy that simply evaporated out of that entire process, even before the entire process finally fizzled out.

There is a role for a large-scale community employment strategy aimed at helping precisely your single-parent mothers on family benefit. I disagree with you, I think, that you can do it without additional allocation of resources. I think you will have to allocate additional resources into job creation.

As a society we will have to come to accept that principle, that for people who cannot compete on the basis of equality, in the normal economy, we have a responsibility to provide ways for them to work that compensate for their disadvantages. That involves, very often, special job-creation programs, certainly not on a permanent basis and perhaps not for everybody, but for some on a permanent basis and for others on a transitional basis.

[4:00]

I hold out really very little hope of ultimately addressing ourselves to the phenomenon that I was dealing with earlier this afternoon, that of the poverty position of single-parent families in this province, until we're able to establish a large-scale employment strategy to help them to get out of the trap of poverty. I hope you will assign this the very highest priority. It's all very well to focus on curative programs and remedial programs and on patching up children in damaged families in the children's services

division, but when you want to look at prevention, this is really where it is in a global sense. This is what prevention is all about—helping families to participate on the basis of equality with others in this society and to remove the stresses and poverty and problems that lead to so many of the personal family problems that you're trying to patch up in other parts of the ministry. I think it is worth the allocation of the very highest priority and it is worth, as a government, the allocation of whatever resources it needs to lift people out of the kind of poverty that they are now in.

I hope it won't simply be one or two small demonstration projects. I don't think that's what's needed. I think what is needed is a serious government initiative on a large scale. We're talking about 50,000 families on family benefits, are we not? Something in the order of 50,000 families. That's a lot of people.

**Hon. Mr. Norton:** If you include the disabled and so on in that, and in some instances—

**Mr. McClellan:** Yes, I said earlier I used single-parent families by way of illustration, but the principle is equally applicable to the disabled. The disabled can participate, we know that. The disabled can participate in an economy, not necessarily the open, competitive economy, but very often, with help, even on the open, competitive economy. We just have many, many miles to go before we're anywhere close to realizing that ideal.

At this point in time, commendable as they may be, I'm not impressed to hear about small-scale efforts that help 20 or 40 family benefits mothers. What I want to see is planning for the development of serious large-scale programs. I think there is enough knowledge learned even in some of our own demonstration projects, to say nothing of efforts that have been undertaken in other jurisdictions, to be able to begin to plan for the development of a serious and large-scale program.

**Hon. Mr. Norton:** I'll just collect my thoughts now. The projects that are under way, that are in some respects similar to what you're proposing, have been, as was indicated the other day, very encouraging. Although there is one significant one which was formalized there is also a lot being done, as was explained, on a less formal arrangement between Canada Manpower and our ministry staff across the province in something like 26 locations. I agree that those are projects from which we have learned and what I'm talking about—at least what I would like to see

being done if we can achieve it—is not a pilot project, although if it's possible there may be some phasing in terms of implementation of the program, perhaps some trial runs, if you wish.

I would point out that there are a number of other things which are encouraging in respect of the potential for assisting single or sole-support mothers in some cases without, perhaps, even a great deal of career training. In some cases less of that may be necessary than in others.

For example—just as an interesting bit of data, I suppose—when the ministry introduced the phase-out program, which in itself is not a major initiative in the total scheme of things but which was significant as an initiative, providing for a three month phase-out for those people who were seeking full-time employment, in the first year of that program 800 mothers made their move with that assistance. In terms of follow-up, it appears that only 80 of them found it necessary at some point to return to the program.

I'm not suggesting that kind of information is universally applicable in terms of a total program or an expanded program, because perhaps those mothers who were able to make that move were able to do so because they had certain skills already for which there was, if you wish, some marketability, or had some prior career development. But the fact that on a relatively simple initiative like that you have 800 women who can make the move with what appears to be a high degree of success in terms of developing independence—there may have been other reasons. I don't know the specific details of all of those cases but if only 10 per cent found it necessary to return to seek further assistance, I think that is a very encouraging rate of success.

**Ms. Gigantes:** It's startling. It really does point to the fact that people need a little dough to ease themselves into a situation where they can be on their own feet. That isn't always believed.

**Hon. Mr. Norton:** Some support, particularly during that period of uncertainty when one doesn't know if the job is going to work out after the first few weeks or not.

**Mr. McClellan:** When was that initiated?

**Hon. Mr. Norton:** January 1977.

**Ms. Gigantes:** Is it a continuing program then?

**Hon. Mr. Norton:** Yes.

**Mr. Chairman:** May we have a short break?

The committee recessed at 4:07 p.m. and resumed at 4:13 p.m.



On resumption:

**Hon. Mr. Norton:** Just a minor point, but the figures that I was quoting on the success of the phase-out program were given to me on the basis of memory, and, in fact, they are even more encouraging than was indicated. Rather, than 80 it's 40—only five per cent who have subsequently sought further assistance at this time.

[4:15]

**Ms. Gigantes:** Fantastic. That's marvellous.

**Hon. Mr. Norton:** I agree.

**Ms. Gigantes:** Congratulations.

**Hon. Mr. Norton:** You shouldn't congratulate me; congratulate the women who have done it.

**Ms. Gigantes:** You allowed them to, for the first time.

**Mr. McClellan:** Something in the order of \$700 million, Murray.

**Mr. Blundy:** I would like to ask the minister what progress, if any, has been made in the case of a deserted husband with children applying for family benefits so that he may stay home and look after his children? As it is now, because he isn't a deserted or a widowed woman, he is not able to get family benefits and stay home—unless he is one of the very few cases that have gone through the route of an order in council where they are given family benefits.

According to a write-up in the paper on June 15, there are only 25 such single fathers who had been given benefits to stay home and look after their children.

I would like to know just what is being done in that area. I note in this write-up the minister is quoted as saying that he is not going to do anything about changing the law for the moment because his ministry just doesn't have the money. He goes on to say: "In terms of changes to the legislation, the problem I'm faced with is cost. We figured it would cost about \$27 million to \$30 million to make all the changes to sexually-discriminatory legislation affecting my ministry."

For one thing, I doubt those figures quoted there. I would like to know if there is anything being done about it. I would like to know how long it would take, for a deserted husband with children to get an order in council. And I'd like to know what your views are on this whole situation.

**Hon. Mr. Norton:** It's correct that that figure includes not just single or sole-support or father-led families, but includes the other elements of discrimination that exist in current legislation—for example, disabled wives,

I think the figure also includes the resolution of the separation and divorce issue as reflected in the family law reform legislation.

At a time when—even in terms of this year's allocation in income support programs—we are going to be significantly overspent, mainly as a result of the increase in general welfare assistance caseload in the past year over and above projections, it's very difficult to find those kinds of resources.

If we do have the resources to make some changes, but not all of those because of the cost of making that figure of \$27 million to \$30 million, one has to look very seriously at the question of which one places the highest priority upon. For example, if the resources were available to address one of the problems at a time—incrementally over a period of time—and one were able to look at fathers in that situation, knowing that we can and do in individual cases deal with them by way of order in council, and recognizing that that is not, in my opinion, a satisfactory way—it seems to me there has to be some more regularized way of doing it. But then also look at the problems that exist in terms of the distinction between the disabled and the permanently unemployable individuals who are in receipt of benefits. They, especially the permanently unemployable, are in the most difficult position. In the whole scheme of things they are currently at the lowest level of income maintenance in the whole system. In fact, I believe, it's currently \$206 a month—that is, for a single individual.

I obviously have to come to grips with the question of those priorities and bring recommendations forward on that basis. The whole issue is one that is going to cost money and, right now, frankly, the resources just do not exist within current allocations to address them effectively.

**Ms. Gigantes:** I just don't understand how you arrive at a cost that great. What does it mean? How many cases are we talking about?

**Hon. Mr. Norton:** I don't have that specific data with me. It is based on calculations done by the analysts, in our ministry.

**Ms. Gigantes:** Could you give us a few examples of each category of the kind of case you're dealing with?

**Hon. Mr. Norton:** Could I undertake to bring some of that material Monday so that I have it in front of me? We can then make a specific reference rather than just guess.

**Ms. Gigantes:** Yes.

**Mr. Blundy:** I would agree. I'd like to see something you could produce that would



justify those figures that you have used there up to \$30 million to make the change. It seems a bit much. Maybe there is something in there that I'm not aware of, but I would like very much to have those figures justified.

**Hon. Mr. Norton:** I'm reminded that probably the largest single cost there is in the area of the disabled wives of working husbands. It's the reverse at the present time. A disabled husband is eligible for assistance even though his wife is not disabled, but the reverse situation is not true. So that is, in fact, a discrimination on the basis of gender. That item would cost, it is estimated, in the range of \$15 million to \$18 million to resolve.

**Ms. Gigantes:** That's the biggest part of it?

**Hon. Mr. Norton:** That is the biggest single one, yes.

**Mr. Van Horne:** Mr. Minister, do you have a breakdown of the people that are discriminated against, if that is the right way of putting it—for example, different physical disabilities, male, female, deaf, blind? Do you have them categorized or listed in certain groups?

**Hon. Mr. Norton:** I have the breakdown of those categories that we have identified and are part of that cost estimate, yes. I don't have it with me.

**Mr. Van Horne:** Could we have a copy of it?

**Hon. Mr. Norton:** I'll bring it on Monday for sure so we can spend some time on it.

**Mr. Blundy:** When you consider, Mr. Minister, a case such as this particular man written up in the article from which I'm reading, who has three boys at home, I think aged 13, 11 and 9. I can see that it's quite important for the welfare of his children for him to be able to be with his children. He says because of a situation, according to the article, his wife deserted them and has been gone for some length of time. Even at this point, one of the children is showing behaviour problems that he ascribes to the lack of either parent being with him all the time or most of the time.

There are other circumstances too that have to be taken into consideration. You may be saving money in one area, but you are going to be creating problems that will take more money in another area. I would really like you to get some information and give us some information that would show us that it isn't a proper course of action. I cannot see that it is not now.

**Hon. Mr. Norton:** I am not suggesting that it is not a proper course of action. I'm not commenting on propriety or even perhaps at some point the desirability of doing it. It's a question of what one can afford to do at a given point in time in terms of existing resources.

**Mr. Villeneuve:** Would you have an idea as to whether these figures for deserted wives who have children to support are increasing? Would you have any idea if it is going up from year to year?

**Hon. Mr. Norton:** Yes, it is increasing. I'm not sure if I have anything here that's specific.

**Mr. Anderson:** I don't think we have anything that specific. There is an indication of an increase. A number of these situations are increasing simply as a result of the unemployment situation. Where the desertion or the separation has existed for a considerable period of time and the man is now in a position of not being able to contribute, that may make the difference between the woman's being a recipient of public assistance. There is an increase. In any event, we're aware of a significant increase in family breakdown which has an impact on our allowances. Generally speaking, that particular category of assistance is growing on a percentage basis every year.

**Hon. Mr. Norton:** I'm just waiting to see if we do have the data that you were asking about, Mr. Villeneuve.

If you look at page 47, Mr. Villeneuve, working actually from right to left, under the heading of the FBA column you will see that in 1975-76, the numbers of mothers receiving assistance who had been deserted and had children to support was 17,752.

**Ms. Gigantes:** Have I got the right book? [4:30]

**Hon. Mr. Norton:** Are the numbers different? Isn't this the same book? I'm sorry, I thought it was the same book. This is the program resource summary. Sorry, I had last year's book. Starting actually in 1976-77 then, the figure was 19,696, and for 1977-78, 21,061. In the 1978-79 forecast—I don't know on what that is based or how it is arrived at—there appears to be a tendency to some levelling-off projected in this fiscal year. I don't know how that is being reflected at this point in time.

If these projections for this fiscal year are being borne out at the present time in terms of some levelling-off, it may be an encouraging sign in some respects, but over the last period of time, there has been a sig-

nificant rate of increase in the numbers of deserted mothers who were seeking assistance.

**Mr. Chairman:** Have you completed, Mr. Norton?

**Hon. Mr. Norton:** Yes. I'll have something else later.

**Ms. Gigantes:** Well, if we're finished that discussion, Mr. Chairman, the area that we are coming to next is the training allowances and expenses. I have difficulty figuring out how these programs integrate with federal programs. Could you explain that to me?

**Hon. Mr. Norton:** How they integrate with federal programs?

**Ms. Gigantes:** Yes.

**Mr. Anderson:** The training allowances under this particular program or under the provincial rehabilitation; have you moved?

**Ms. Gigantes:** Well, this is the program, is it not—

**Hon. Mr. Norton:** Could you tell us what page you're referring to? That might help us to—

**Ms. Gigantes:** Yes, I'm on vote 2802, item 2, on page 60. The description on page 58 describes training services such as the purchase of training in workshops, community colleges, trade schools, university, on the job.

**Mr. Anderson:** Yes; that is with regard to the vocational rehabilitation training program. What we have consistently done is operated a training program of selecting people who are physically handicapped and preparing them for a specific vocation. This is not necessarily integrated with the federal Manpower training programs, although they might be utilized as a training resource depending on their applicability to the particular individual. This could also include such things as university training; if the vocational goals that were most realistic to the individual involved professional training, they would be provided on that kind of a basis; if they were trade training they would be provided through any variety of vocational schools, either commercial or public vocational systems, just depending on whatever the particular needs of the handicapped individual are. So they don't necessarily relate to the Manpower training programs at the federal level, if I understood you correctly. If that was the particular training that was required for the individual, then we would buy a seat in that kind of training program just as well.

**Ms. Gigantes:** I understand, but the clientele that you're serving is a clientele that comes through the programs of this min-

istry and is quite a different clientele than would be coming through Manpower?

**Mr. Anderson:** Yes; in the sense that they are all physically or mentally handicapped individuals, that's the single common criterion that we have within our ministry for this particular program.

**Ms. Gigantes:** When we look at page 60, the 1978-79 estimates, the number of new persons who will be served under this program and the number of persons who will be provided with training under the program—the estimate again—and look at the estimates of increased allocation for training services and increased allocations for living and transportation expenses, and try and accommodate the estimated new clients with the estimated new resources available. If my rough figures are anything near correct the living and transportation expenses for a new person might range anywhere between \$90 to at the maximum \$133, and in terms of the training services you might be talking to a purchase level of perhaps about \$600 a person; is that anything near accurate?

**Mr. Anderson:** There is a wide variation, Mr. Chairman, in the maintenance provisions that are made for a good number of the individuals, because in order to provide higher allowances for numbers of people who are entering the vocational training program we have progressively been dealing with them under the family benefits program, which is more advantageous. Many of the mothers, physically handicapped individuals, are remaining on family benefits as the maintenance program while they take training under vocational rehabilitation services. So the averages of allowances for that group of people do not appear in this particular vote; they appear in the family benefits vote. It might appear that the expenditures for maintenance allowances for trainees are dropping. In actual fact they may be increasing, but they're appearing in that other maintenance program.

**Ms. Gigantes:** Is there a median level of expenditure for people in this program?

**Mr. Anderson:** I don't think you can really say there is a median when you're talking in terms of some things which are a simple training program and might involve only workshop programs for certain individuals. At the other end of the scale we're talking about 30 students, I think, who are undertaking university level training in Washington and who are receiving full maintenance outside of the country and obtaining that university level program for their specific handicap.

It's hard to establish a meaningful median in there, the range is that broad. We have people who have trained at the doctoral level. We have people who train for a three- or six-month mechanical or technical training program, and between the two. We have people who are single individuals living in their own homes with their parents. We have other people who are living as members of families and sustaining the whole family during their training program. So again, the norm or the median don't mean as much as looking at the total spectrum of the allowances.

One of the higher costs is that particular program, it's also under these particular figures, with relationship to the learning disabled. Many of those younger people are in programs where the costs are between \$10,000 and \$12,000 a year, counting their full maintenance at residential school.

**Ms. Gigantes:** You mean that this program supplies all the money for that?

**Hon. Mr. Norton:** For the learning disabled children?

**Ms. Gigantes:** Yes.

**Hon. Mr. Norton:** Yes. That was one of the original difficulties. You see, the application ultimately was adjudicated or reviewed—by the divisional court, I guess—a few years back. The application had been made under this program, which was not thought to have

been designed specifically for that kind of purpose, because it was directed mainly at persons over the age of 16 as a vocational rehabilitation program. Following that decision there has been a very significant growth in the number of applications, and pursuant to the finding of the court this is the mechanism that continues to be used at this point in time.

**Ms. Gigantes:** How much of this program then is devoted to programs that serve special-ed needs of that kind?

**Mr. Chairman:** If you wish to pursue this at some length, Ms. Gigantes, perhaps we could do it on Monday, or do you want to complete it tonight?

**Ms. Gigantes:** Well, I think Mr. McClellan would also be interested in asking questions about it. I hadn't realized that this \$10 million covered all that, too.

**Hon. Mr. Norton:** Currently there are, I believe, about 130 children or adolescents, whatever their age may be, whose education is being funded under this program because of a learning disability. The cost this year will probably be about \$1.5 million.

**Ms. Gigantes:** If we could continue the discussion on Monday that would be good, Mr. Chairman.

**Mr. Chairman:** I think we can do that.

The committee adjourned at 4:40 p.m.

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From the Ministry of Community and Social Services:

Anderson, J. G., Assistant Deputy Minister, Social Resources

Carman, R. D., Deputy Minister



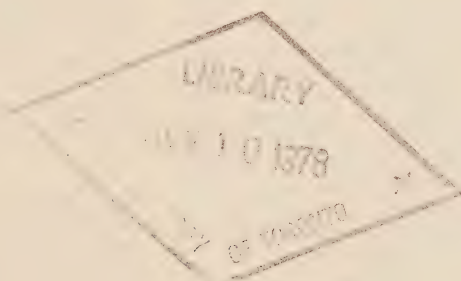


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**Second Session, 31st Parliament**

Monday, October 30, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, OCTOBER 30, 1978

The committee met at 4:36 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2802; social resources program; item 2, income maintenance:

**Mr. Acting Chairman (Mr. Rowe):** This letter has reference to Bill 114. If it hasn't been handed around to you, it will be. It's from Miss Mary Tanton, local director of the Muskoka Family and Children's Services, to Mr. Forsyth, the clerk of this committee. It deals, as I say, with Bill 114.

As I understand it, the last day the committee was in session you had reached vote 2802, item 2, which was partially discussed. Is there any further discussion? Mr. Blundy, have you a question?

**Mr. Blundy:** I believe the member for Carleton East (Ms. Gigantes) had the floor, but I will go ahead with the question I would like to ask anyway. This has to do with the overlap of family benefits and general welfare assistance. I'm making reference to a newspaper report by Mr. Carman, the deputy minister, in June, in which he was discussing this and talking about the great waste, not only of money but of time and everything else in the overlap of these two programs.

I would like to know what has been done in this area since that time. Are you going to amalgamate the FBA and the GWA forms as a short-term thing to reduce this waste? What happens is they have to be on the one program and then they have to get forms filled out again before they go on the other program. There is a waste of time and a waste of money both on the part of the ministry and a lack of money on the part of the recipients. I wonder what has been done to correct that situation.

**Hon. Mr. Norton:** I am not sure I can be precise as to exactly what things have been done since June and what things might have been done before June. We now have a common intake form which is at least one step in that direction. We have proceeded with further planning in the ministry in terms of long-term changes.

Perhaps in terms of the specifics of where we are at the moment, I could call on one of the staff. I am not too sure who is most appropriate. Perhaps Mr. Anderson can respond to that.

**Mr. Anderson:** As the minister has said, we have established a common form for the income maintenance programs. They do, however, still require to be filled out on a repeated basis.

**Mr. Blundy:** How long have those forms been in use?

**Mr. Anderson:** Approximately since 1973, but they are still being used by two separate staffs. When the person switches over, they are still repeating the action of completing the form, except in some trial projects which have been going on. In the region of Waterloo we have a joint intake project. Originally, that was just for the purpose of intake alone so that the municipal people taking an application for general assistance could also document it for family benefits.

After a period of time, because of the experience with the common information that was being exchanged and in order to continue with any process of service to the client that was established, we have come to an agreement with Waterloo to indicate that they can retain administration of the case for a period of months after the person's case is granted, if they are working on any kind of a program of training or of rehabilitation for the individual.

In one or two other places we have also got joint intake projects or projects where we will accept municipal administration submissions as documentation for family benefits, but they are still at a trial and evaluation stage. Part of the reason for that is it depends on the experience, the training, the qualifications in some of the municipalities. We don't feel it could be accommodated in all municipalities right away but it seems to be one of the greatest potentials for eliminating not only unnecessary work but unnecessary inconvenience to the client recipient, so it's something that's still in an experimental and demonstration stage but it's being carried out in about three major municipalities now.



**Mr. Blundy:** From the personal experience I have had with our own municipal welfare services, I would think that it certainly could be carried out there because we have a good staff there. I would like to see the experiment more widely used and try to arrive at a definitive way of handling the thing throughout the province. It's not going to save the ministry more money but it's going to make the recipient better served, in my opinion.

**Mr. McClellan:** Mr. Chairman, I would like to look at your vocational rehabilitation services program for a few minutes under this vote, and I think the best way to start would be to ask you if you have actual expenditures for 1977-78. In the blue book, I have 1977-78 interim expenditures on page 59 of my book under the Vocational Rehabilitation Services Act, and I wonder if you have an updated figure on that. This is related to my line of questioning.

You may recall that I had expressed concern earlier in the year and had expressed concern last year at unspent funds in this program line. The variation between the 1977-78 estimates and the 1977-78 interim has an unspent surplus of \$3.4 million. I don't know whether that figure has held up in the light of the auditor or whether there's a more accurate figure. I am asking for the actual for 1977-78. All I have is interim.

**Hon. Mr. Norton:** I am sure we can get that if we haven't got it with us. I don't know why it's not here.

**Mr. Anderson:** It's in the public accounts now. I should have brought my public accounts book down.

**Mr. McClellan:** Was there a surplus of unspent funds? Did that surplus or some surplus in that general ball park of \$3.4 million hold up? Or did you, in fact, spend most of what you had estimated?

**Hon. Mr. Norton:** We are going to check on that.

**Mr. McClellan:** Maybe while you are checking you should ascertain what your best guess is with respect to expenditure for 1978-79 and then we can—

**Mr. Anderson:** We are not projecting an under-expenditure in 1978-79.

**Mr. McClellan:** I am certainly pleased to hear that.

**Hon. Mr. Norton:** In fact, the reverse is our problem across the whole ministry this year. We are projecting over-expenditures. [4:45]

**Mr. McClellan:** I'm pleased to hear that, too. I had asked for some statistics in relation to the number of appeals against deci-

sions of the vocational rehabilitation services branch held by the Social Assistance Review Board. Those figures were provided in the annual report of the Social Assistance Review Board. A total of 82 cases were heard against decisions by the rehabilitation services branch. The statistics continue to be astounding with respect to the make-up of those appeals.

**Hon. Mr. Norton:** Could you give me the page? I'm sorry, what study is that?

**Mr. McClellan:** The page I'm referring to is in the Social Assistance Review Board annual report.

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** Page four, table three, "basis for appeals." While it's a small proportion of total appeals—

**Hon. Mr. Norton:** Mine's blank.

**Mr. McClellan:** It's a small percentage of total appeals, some 82 out of the 3,000 heard. Nevertheless, 56 of those 82 were relating to applications for service on the grounds of learning disability. An enormous percentage of the total number of appeals against that particular branch have reference to learning disability.

How many cases involving learning disability were approved by vocational rehab services for the year 1977-78?

**Hon. Mr. Norton:** Of the appeals, you mean, or the total number of cases?

**Mr. McClellan:** I want to know the number of cases involving services to the learning disabled.

**Hon. Mr. Norton:** It appears that the total number of applications was 189.

**Mr. McClellan:** For service?

**Hon. Mr. Norton:** That's correct. The number approved by the branch was 108. Eighty-one were rejected. On the appeals—

**Mr. McClellan:** I have the appeal figures. Fifty-six of those 81 were appealed; 33 were granted and 21 were denied.

**Hon. Mr. Norton:** Yes, those are approximately the same as these; there's one variation, one figure out. Those are approximately correct. My figures are on the academic as opposed to the fiscal year, so that's the reason we vary by one. That's approximately correct.

If one looks at the number approved initially, plus the number approved upon appeal, a very substantial majority of them were approved.

**Mr. McClellan:** Right. My concern is that there is such a high preponderance of decisions being overturned. You have a total of

81 negative decisions. Fifty-six of those were appealed and 33 of those appeals were successful. That is to say 58.9 per cent of the appeals against the decision were successful, which indicates to me an ongoing problem of excessive stringency in vetting these applications for learning disabilities.

**Hon. Mr. Norton:** I think to assess that, though, you would have to include as well those cases which were not appealed, where apparently the decision of the branch was accepted. If you looked at those figures or included that, then out of a total of 81, 33 decisions were varied, and that is substantially less than half.

**Mr. McClellan:** It's still a big chunk.

**Hon. Mr. Norton:** Yes, but considering also that the area of learning disability is one where there is a great divergence of opinion in terms of assessment, I think that if you have had an opportunity, as presumably you have, to listen to people who are knowledgeable in the field discuss learning disabilities, there are a number of uncertain areas in terms of diagnosis and assessment. I think considering that fact, it's really quite laudable if you look at it from a little greater distance, that out of 189 applications the branch really was overturned on only 33. That's not bad at all, I should think.

**Mr. McClellan:** What are the statistics for the previous year?

**Hon. Mr. Norton:** I don't have them right here.

**Mr. McClellan:** Maybe you could get those for us as well.

**Hon. Mr. Norton:** Perhaps Mr. Anderson, the assistant deputy, could comment at this point as well.

**Mr. Anderson:** Mr. Chairman, there is just one point I would like to make and that is these applications have been reviewed over the period of the last year and the figures differ very markedly because of the real buildup that has occurred in this whole area of training. One of the significant points is that in reviewing the cases, our staff have been reviewing them together with people from the Ministry of Education and they have been working to a great degree with information supplied by local school boards.

If the local school board says that special assistance is available, then our staff are naturally guided in that particular instance in making their decision a negative decision. The board of review, as well as examining our own staff and examining the applicant and his representatives, examines people from the local school board. If, in that manner

they determine that in spite of the board's feelings in the matter the adequate level of special education is not available, then they are, in fact, not only reversing our staff, but they may be reversing the local board of education's concept of what their special education can do.

**Mr. McClellan:** Right. I'm aware of the problem, but I hope that that process of scrutinizing claims that are being made by school boards takes place at the staff level before you get to the Social Assistance Review Board. Does that happen, or do you simply accept a statement from a school board that it has a learning disability program that is suitable for a given applicant. Do you accept that, or do you test it out and determine whether, in fact, it's an accurate statement applicable to the individual applicant?

**Mr. Anderson:** Mr. Chairman, my understanding is that, in concert with the senior people of the Ministry of Education who review the applications, we are guided by the Ministry of Education's decision in those areas. I presume that to a great degree they go by their knowledge of the experience with that individual school board and try to apply it to the circumstances of the individual child. The board of review, quite logically can come to a different opinion on the basis of examining numbers of people at the same time than might be obtained by our own staff in a preliminary review.

**Mr. McClellan:** Not to belabour the point but I have seen cases, and I'm sure senior staff have as well, of school boards making claims that they have programs when in fact they aren't adequate to the needs of learning disabled children. The object of the exercise ought to be to expedite applications so that the ordeal of an appeal to the Social Assistance Review Board isn't necessary—until such time as the government is able to put its long-awaited program into place. That program is still not in place. Many school boards have some kinds of services that they call services for the learning disabled but they are not adequate to meet the needs of severely learning-disabled children. The minister knows that.

**Hon. Mr. Norton:** Yes. I suspect though that in many instances—I don't have the data here to verify that—the cases which end up being subject to review by the board or where there is some continuing question are probably not the severe cases, where there is clearly a severe disability that cannot be met by the local resources but rather those which there may be either a question of



diagnosis or a very real question as to whether the local resources can meet the need. I'm not sure that any amount of streamlining or greater-in-depth processing of applications can eliminate that completely.

**Mr. McClellan:** The problem remains of an overwhelming inadequacy within school boards of programs for learning-disabled children. The costs are absolutely crushing. A neighbour is paying in excess of \$2,000 a year for one of her children who goes to the same school as my kids. She wasn't able to get help from the ministry. Fortunately, they were sufficiently financially well-off that they were able to afford that \$2,000 plus—

**Hon. Mr. Norton:** For a private centre?

**Mr. McClellan:** For a private centre here in the city. It simply took one year of special programming and the child was able to return to the public school system and fit back in and complete a normal education program. But that special program is not available within the Toronto board, and as long as you apply your vocational rehab services with a degree of stringency you are exercising an enormous hardship on people.

I would like to have comparisons before I draw conclusions. I don't have the figures for 1976-77 or 1975-76—I don't need them right now—it is sufficient that I get them for comparison purposes. But the appeal statistics indicate to me that there is still a degree of stringency in the application of whatever criteria you use.

**Mr. Acting Chairman:** Mr. Van Horne, is this a question on this supplementary?

**Mr. Van Horne:** Mr. McClellan has made constant reference to learning-disabled children as opposed to a broader term, and that's the severely atypical child. With your indulgence, Mr. McClellan, I would like to ask two or three questions:

[5:00]

The present Minister of Education (Miss Stephenson) and former Minister of Education (Mr. Wells) both have been reluctant to bring on stream mandatory special education in its entirety.

I have to wonder, having spoken to some of the people out in the field—the regional people and ministry people in the field—if part of the reason for not doing that right now isn't a concern that those very severe children—who, perhaps to just take one instance, may not be toilet trained, and yet who might be eight, 10, 12 years of age—don't present such a problem that the Ministry of Education, again in its present state, can't accommodate these kids; and if so, are they looking to your ministry, or has there

been discussion with your ministry to find a way to accommodate these children?

That goes beyond what Ross is talking about with the learning disabled, broadening it out to the severely emotionally and distressed child, the physically handicapped child, et cetera. That would be one question.

The second one—and perhaps it is away off on a tangent—is there growing pressure from such groups as we have in Midland, Ontario who are very concerned, for example, with a facility for mentally retarded children, and who can't negotiate the accommodation in an empty school—I believe it is called the Mountain School, in Midland?

They have been dealing with the board, and the board is looking to unload the property, and the Ministry of Education, I gather, is reluctant at this point to jump in because it is a local jurisdictional situation. Yet here we have a group of very interested people and a group of needy children who are sort of torn because of this apparent dichotomy, or split, of two ministries. Perhaps those are two broad questions bringing specifics into play. Would you care to answer that?

**Hon. Mr. Norton:** The first question—I hate to do this—I might have to ask you to repeat at least in part.

**Mr. Van Horne:** The first question is that there is this ongoing reluctance to bring, or to have brought, mandatory special education onstream; and the reason given to me by a handful of people who would prefer to remain unnamed, but are involved in the ministry, is that the ministry can't accommodate those very severe atypical children—and I gave you the example of the youngster who may not be toilet trained, or who may be severely emotionally distressed, for example. If that is the case, is the Ministry of Education working with you to try to come up with a plan so that it can make special education mandatory, and have all of these kids accommodated, if not totally by Education, partially by your ministry?

**Hon. Mr. Norton:** I really can't answer one part of that, as to whether that is a major factor or a factor at all in terms of the schedule of the Ministry of Education in terms of implementation of that. I can confirm, certainly, that there have been, and presumably will continue to be, discussions between the two ministries at a senior level.

On the question of the atypical children such as you describe, that part has not been resolved. I don't know whether that is a major factor in the scheduling of the Ministry of Education or not. It was really the second



one where I heard the reference to the school—

**Mr. Van Horne:** It is called the Mountain School, and I guess the second general question is that there seem to be problems for some community groups in acquiring accommodation for children who might come under your aegis, and yet they want the accommodation in a school that has been abandoned because of decreasing enrolment, or whatever. The problem seems to be that the school board says: "This piece of property is ours." The Ministry of Education is inclined to say: "Yes, that is a local jurisdictional problem," and yet in a sense the people may want to operate whatever program really under your ministry, and there seems to be then the problem for the local well-meaning folk to try to know where the heck to go to next for some kind of direction or assistance.

**Hon. Mr. Norton:** I am not familiar specifically with the Mountain School, but I am familiar with the problem, not only in a general sense, but also specifically in my own riding, where there has been a reluctance on the part of the school board either to enter into a leasing arrangement for any reasonable length of time, whether it is a day nursery program, or a program for the mentally retarded, as I think the one you describe is, part of the problem is that the local boards do enjoy considerable autonomy with regard to the decisions relating to the property under their control. In the specific cases in which I have been involved, I have not found a satisfactory solution. I am continuing to discuss it with the Ministry of Education but it appears they are reluctant to step in and direct the school board to take any particular course of action, and, in fact I don't know if they have the jurisdiction to do that.

**Mr. Cooke:** The problem is, it's to the board of education's benefit to sell the property so they can get the money to use themselves because they're suffering from the underfunding from which most other local groups funded by this government are suffering.

**Hon. Mr. Norton:** I don't agree that that's the case.

**Mr. Cooke:** It's certainly the case in Windsor.

**Hon. Mr. Norton:** It hasn't been the case in the specific ones I'm aware of.

**Mr. Van Horne:** I gather funding is their problem in the instance I quoted.

**Hon. Mr. Norton:** You're talking about capital funding for the purchase of the building.

**Mr. Van Horne:** Yes. They need something like \$32,000 to acquire it and they simply haven't got it.

**Hon. Mr. Norton:** There are, have been and probably will continue to be, problems in the area of capital funding. However, there are also problems in arriving at suitable leasing arrangements where the capital funding is not available.

**Mr. Van Horne:** If I may jump ahead of the member for Sarnia here, the ministries don't seem to want to transfer from A to B, even if it's a book transfer. I gather the property in question is in the title of the board, but somewhere along the way a large chunk of money very likely came from the ministry. Whose money is it? I suppose you could say part of it came from the province's coffers and the other part came from the local taxpayers in Midland. Have you sat down to try and work that out? In many of these buildings, there's still debenture outstanding, or debt outstanding. Is there any conversation among ministries about making transfers of these capital assets from one to the other?

**Hon. Mr. Norton:** It wouldn't be a capital transfer from one ministry to another, because in fact it is school board property. Although I am not familiar completely with the Education Act, I would think for the Minister of Education to intervene and take that kind of action would probably require some legislative changes.

**Mr. Van Horne:** But you haven't talked about that? The cabinet hasn't done anything?

**Hon. Mr. Norton:** I have not had any recent discussions on that specific issue with the new minister. I had some discussions with the previous minister but at that time, he had been advised or it was his opinion that he did not have the authority to step in and effect that kind of transfer under the current legislation. That is something that really should be dealt with, although I'm not certain how. It's going to be a growing problem. All of us are familiar with communities where the schools are not fully utilized or some are not utilized at all perhaps, and there is a need for some facility for another purpose. It simply does not make any sense to be providing new facilities when existing facilities might be modified for that purpose.

**Mr. Cooke:** The problem is that a couple of years ago Mr. McKeough said to school boards, "Take your capital reserves and spend them" and by selling the schools, the boards now can take that money and can

use it for operating expenses. Because the school boards are short of funding from the provincial government, that's exactly what they're doing. The solution of transferring it from one ministry into another would outrage school boards all across the province because the school boards in fact would lose millions of dollars in revenue. Adequate funding for school boards is the solution.

**Hon. Mr. Norton:** I think that is an interesting rhetorical position, but if school boards were interested in longer term revenue they might also be concerned about good, sound leasing arrangements—

**Mr. Cooke:** Mr. McKeough told them a couple of years ago—and I was on the Windsor school board when he told them—he told us all to sell our buildings and use the money for operating expenses. That was the policy enunciated by the provincial Treasurer. That was a very short-term approach. I agree it's not a good approach, but that was the approach enunciated by your government.

**Hon. Mr. Norton:** I wasn't there and I'm not sure it was a policy statement. It may have been some gratuitous advice.

**Mr. Cooke:** It was when the travelling cabinet ministers were going around the province, talking about restraint.

**Hon. Mr. Norton:** I can assure you it's not something which has been done uniformly by school boards. There are many situations where leasing arrangements have been made and I think that is an alternative that ought to be considered. That would provide revenue for school boards. It may not be a sudden one-shot windfall like a major capital sale, but it's certainly something they can do and do do.

**Mr. Blundy:** I would like to pursue the topic that is being discussed by the other two members. In my city, within a block of my home is an abandoned six-room school with the windows all boarded up, situated beautifully on the edge of a park. That school was built, whenever it was built 20 years ago—with funds raised by the taxpayers of the city of Sarnia plus the moneys from the Ministry of Education. Now the city council of the city of Sarnia wants to take that building over as a senior citizens centre—a most appropriate location for it.

We, the taxpayers of the city of Sarnia, have put some money in. The school was built 20 or 25 years ago before the area was built up very substantially. Now it is all built up around it. Where the school may have cost \$250,000 then, the board says it wants market value for it and it wants \$500,000 or \$600,000 for it, to sell it to

people who have already paid a good deal to build the damned school in the beginning.

How are you, as the Minister of Community and Social Services, going to help municipalities provide services and facilities for elderly people and handicapped people if you can't get together with the Ministry of Education and get some kind of direction that is going to help to solve these problems?

I don't think it's going to be solved overnight. But if somebody doesn't start to work on it, a lot of people are going to be disadvantaged by it. The local taxpayer is going to be disadvantaged; the people the local taxpayer is trying to provide services for are going to be disadvantaged. I think it's important.

I think what Mr. Cooke and Mr. Van Horne have been saying, and what I'm trying to also get in on, is something that should be discussed right away—to find a way of using these abandoned and no longer necessary schools for other very necessary requirements in the neighbourhood.

I know you'll say it isn't really all your responsibility. I agree, but you're going to have to be part of the act if we get a good show on the road at all.

Do you get the point I'm making? Somebody is going to have to co-ordinate this if we're all going to profit.

**Hon. Mr. Norton:** I get the point you're making. But I think it also is a sad commentary that when we have people elected at the local level who do have jurisdiction over the two areas you are referring to, they cannot effect such a transfer. It's too bad that people would come and say that the central government in the province should intervene and effect what the people at the local level can't agree upon.

**Mr. Blundy:** But I think a little guidance and help with the two local bodies you're speaking about will help.

**Mr. Cooke:** The problem of the funding is not quite that simple. I know this is probably the wrong estimates to be discussing this—

**Hon. Mr. Norton:** I don't mind if you talk about Health or Education or whatever. The more you talk about those, the less you'll talk about ComSoc.

**Mr. Blundy:** I realize it really isn't your responsibility. The point I'm trying to make is that I think there are about three ministries involved that are going to have to get together and make it a little more palatable for the two locally-financed groups to get together to use profitably some of these boarded-up buildings in our communities.

[5:15]



**Hon. Mr. Norton:** It strikes me as a situation where it shouldn't take a lot of imagination on the local level. If you are suggesting that we should be persuasive in these kinds of situations in trying to encourage a move in this direction, fine, but if you're suggesting that the province should buy off every school board which can't reach an agreement with the local council, then I'm not sure that that's an effective use of the taxpayers' money in this province.

The communities in which these facilities are located surely have two responsible elected bodies, the municipal council and the board of education. If the local taxpayers feel strongly about it then they should knock their heads together and get them moving, not come running to the central government and ask us to resolve the local problems if they can't agree on it.

If there was local agreement I'm not aware of anything that would prohibit a transfer, for example, for a nominal amount of money, if it were in the best interests of the community. Perhaps the school board and the local council have to sit down and recognize that there are things they can do that are in the interests of the community that they don't have to be told to do by the province.

**Mr. Blundy:** The restrictions imposed by the board of education make it very difficult for the local county school board to say, "We'll be a big fellow and let you have this for a nominal sum."

**Mr. Acting Chairman:** I think all this really falls within another ministry's jurisdiction. Although it's very important and very interesting, I really think we should stick to this ministry's estimates. Did you have any further points you wished to make, Mr. McClellan?

**Mr. McClellan:** I actually have a number of points on this vote and this item, Mr. Chairman. Just to finish that one off, I'm a little slow mathematically and I appreciate the interruption. I was able to work out the percentage of overturned decisions, and out of the 81 negative decisions, 40 per cent were overturned by the Social Assistance Review Board. That's too high. I say to you that is just simply too high.

If you were having 40 per cent of your family benefit applications overturned or in any other area, you would say, "Good God, what's happening here?" The sample is smaller, but nevertheless 40 per cent is too high and it indicates a problem. It indicates that you're being excessively stringent.

**Hon. Mr. Norton:** I am not a mathematician either, but I think statistically if you're looking at the number of decisions that are

overturned you have to look at the total number of applications that were reviewed, not just the numbers that were appealed.

**Mr. McClellan:** No, that's 40 per cent of 81, which is the total number of negatives. Only 56 of those were appealed and 33 of those were won, so out of the total number of denied applications 40 per cent were overturned by the appeal board.

**Hon. Mr. Norton:** In other words you're saying that substantially less than 40 per cent, that 33 out of 189 were found to be decisions that were overturned. In other words, you're assuming that the correct decision was made in the 108 and those you can't ignore. Because a judge has decisions appealed and perhaps 40 per cent of those appealed are overturned that doesn't mean that he is a judge who only has a 60 per cent rate of success or accuracy in his decisions.

In fact, that data in most decision-making areas, I would think, including judges, would be not a bad rate. I mean we're human, we err, we're not perfect. I think in any kind of decision-making, if out of 189 cases 33 were found to be wanting because on appeal new evidence was heard or it was an opportunity to more fully examine the position of local school boards and the services they had available, whatever, that is not a record that one should be ashamed of, it's not bad. I'm not saying we shouldn't work to improve it but let's not knock something which is a pretty reasonable record in terms of the decisions.

**Mr. McClellan:** Well, we've each stated our respective positions on it and we don't need to belabour it. I'd like to raise as a second issue the question of independent community living facilities for the disabled, and, perhaps not unnaturally, to raise it with respect to an application that's before you from the Clarendon Foundation.

The Clarendon Foundation is located at 21 Vaughan Road and it just happens to be in the riding of Bellwoods. It has been a remarkably successful project. I'm reluctant to call it a project, because I think they have demonstrated it is a successful model for providing independent community-based living facilities to severely disabled people. I think it has been phenomenally successful.

They have, as you know, a waiting list of some 40 people at this point in time. It speaks to the need. They have a project proposal in to you for what they are calling project two, which is to build upon the success they've had at 21 Vaughan and to



establish a second project for some 12 to 15 disabled people.

I want to ask you, first, how that's coming along. I was concerned to learn that as recently as two weeks ago they had not had a response from the ministry with respect to their proposal to you. They had a response dated July 1978 from Mr. Crichton indicating that he was going to undertake a review of the proposal, but at this point there hasn't been word back on it. I'd like to know where that application is in your internal vetting process.

**Hon. Mr. Norton:** Perhaps I could respond in general terms and then Mr. Crichton might wish to respond more specifically to that particular application.

I think it's fair to say, as has been indicated by my colleague the Provincial Secretary for Social Development (Mrs. Birch) and myself on previous occasions, and the other ministries that would be involved, that we would like to place a very high priority on services, particularly services of that type, for the handicapped population of this province. There are a number of applications before us of varying models. Certainly the one to which you refer—I didn't realize it was in Bellwoods riding—is, I think, for the particular individuals who are there, and for persons with similar degrees of handicaps, perhaps one of the most successful models we have seen.

The very real problem, I think, that we face in general terms is the very thorny question of the economic situation and the impact that decisions that have been taken or appear to be under consideration at the federal level may have upon the availability of funding to proceed with any policy which we develop here. There has been a lot of co-operative effort among ministries working toward the development of a comprehensive policy over the past year or so.

Subject to what Mr. Crichton may say about the specific application, if there is hesitation at this point in time it is hesitation because of the uncertainty of the availability of funding for the broader approach in the near future. Whether that is a specific problem in this case, Mr. Crichton may wish to comment on the application.

**Mr. McClellan:** I think maybe before Peter responds to the specifics, we could just discuss the issue a little bit more. If you haven't personally looked at the brief, I suggest that you do so, not simply because of the description of the project itself but because of the description of the 40 people who are on the waiting list to get into project two once it gets built.

One of the things that you'll see in really a very comprehensible statistical breakdown of the needs of the folk who are on the waiting list is that eight of them, and that represents 21 per cent of the total, are in chronic care facilities. If you want to talk to me about costs, you had better keep in mind what the cost is of keeping those folk in chronic care hospitals. My information is that the rates for chronic care at the Queen Elizabeth Hospital as of October 1978 are \$97 a day.

**Hon. Mr. Norton:** I can't confirm that.

**Mr. McClellan:** My understanding is that the costs of chronic care at Riverdale are comparable, and what we're talking about is the project with a per diem of \$26 I believe. That's money that you're already spending, and that's money that you need to look at as money already being spent in one way as opposed to money being spent much more productively in another way.

Looking again at the breakdown of the waiting list, six of the applicants, which represents 16 per cent, are in the rehabilitation centre in Toronto, that is to say Lyndhurst Hospital, and the cost per day at Lyndhurst Hospital is \$99 a day. It really is the height of folly to confine people of necessity to chronic care facilities or to the Lyndhurst Hospital on the grounds that you can't afford to proceed with additional independent community living projects that are simply on a dollar basis substantially less expensive than chronic care or the rehabilitation service.

Of course that's not the real issue. The real issue is defined in human terms, in terms of what happens to the disabled who are unnecessarily in chronic care. There's a group of young men and women at the Lyndhurst Hospital. The name of their group is GOAL and it stands for Get Out And Live. They are all on the waiting list for Clarendon project two. Perhaps you've met with them, if you haven't met with them you really should. You really should go up there and talk to them.

I had the opportunity to do that recently. They really are an amazing group of people. They are really determined to get out of the rehab centre, they are really determined to stay out of chronic care facilities and to try to make it on their own on the basis of as much independence as they can achieve with the kind of support service that they need.

The terrible thing that is confronting them in Lyndhurst is that they have hanging over their head the threat of being sent from Lyndhurst to the Queen Elizabeth chronic

care unit or to the Riverdale chronic care unit. One of the young people that I talked to wants to go back to school and could go back to school if there was a Clarendon-type facility available for her, but there isn't, and her application has already been submitted to Riverdale. She is just sort of sitting there waiting for the axe to fall, waiting to be shipped out of the Lyndhurst Hospital into the Riverdale chronic care unit.

[5:30]

That could happen on less than a day's notice. It could simply come crashing down on her, and the effect of that would be really to destroy her as a person. It is apparently impossible for people either to work or to go to school if they're patients in a chronic care unit. It's something that Riverdale or Queen Elizabeth or the other chronic care facilities will not accommodate. Each of these young people has very specific and achievable and realizable goals that involve either going back to school or in some cases continuing in employment.

There was one young man who was confined to a wheelchair. He couldn't move his hands or his legs, but he held the job of office manager in the firm where he'd been employed prior to his accident. He's really one of the most amazing people I've ever met. He's able to perform that job in the absence of any muscular control from his neck down. He will be able to continue with that work on two conditions: that he isn't booted out of Lyndhurst, and if he's able to get into a Clarendon-type residential facility.

This young man is under notice, almost hourly notice, that he can be shipped out to Riverdale. His doctors are fighting to keep him in Lyndhurst, but if he's ever sent out of there the life that he's put back together is just going to be completely shattered. He will lose his job. He will not be able to continue with his job.

I could tell you the story of each one of those young people that I talked to. Each one of them desperately needs to get into a Clarendon-type facility. Each one of them will be able to live a very productive and independent life in the community. But there's the big "but"—are you going to move ahead to provide these facilities or not?

When Mr. Taylor was the minister there was a proposal before him which is usually referred to as the care package proposal, which would have provided funding for independent community living to the disabled on a program basis. The ministry said at the time that it wasn't prepared to proceed on a program basis but it guaranteed that

it would approve and fund viable projects as they emerged, as they were brought before the ministry. That was a commitment that I say to you you are obliged to honour.

There was an absolutely clear understanding by myself and by people such as the folk who are behind the Clarendon Foundation that there would be money available for projects as the groups and organizations had the capacity to organize and run projects. The assumption was that the government was prepared to fund these independent community living proposals on a project-by-project basis. There was not an understanding in 1975-76 that there would be financial constraints applied to this program.

That was a commitment that was made by a minister who was, to say the least, zealous about applying financial constraints. But he exempted this. He said that they would fund on the basis of viable projects beforehand; the only question was a determination that the project was viable.

I accepted that, not as the best way to proceed but as an adequate way to proceed; that the ministry would fund projects as the projects were presented to them on the basis of their viability. I say to the minister that it will be an act of very bad faith on the part of the government to say now that you cannot afford to proceed with projects, solely on the basis of cost.

**Hon. Mr. Norton:** May I respond?

**Mr. McClellan:** There was one other point that I wanted to make. I have a tenuous hold on my points, and I've lost it. So go ahead. Perhaps it will come back to me.

**Hon. Mr. Norton:** First of all, you don't have to attempt to convince me or any of the staff, or probably anyone in the government, of your argument in human terms. It is certainly one that is shared by all of us.

Dealing with your last point first, I don't know what the specific commitment was by the former minister, to which you refer, but it clearly is my understanding that the commitment that was made by the government as a result of the cabinet decision was to proceed with four such projects. That commitment remains and that commitment is being met. In fact, two are in operation now, a third is nearing completion, and the fourth I think has begun construction but has been slower getting off the ground than the others.

**Mr. McClellan:** Could you identify the four for me?

**Hon. Mr. Norton:** Clarendon is one. There is one in Ottawa that is an integrated hous-



ing project as well. Then there is Alpha House, and the fourth was in Thunder Bay.

Mr. McClellan: Castlegreen in Thunder Bay? I think that's what it is called.

Hon. Mr. Norton: That was the slowest of the four in getting off the ground. What I was referring to, in fact, was going beyond that commitment. I think what we have had an opportunity now to observe, particularly with the two projects that are in operation, has really been very encouraging. I think, though, if it were possible to do as you implied in your argument—that is, to pull money out of the chronic care and put it into the less costly and probably more humane care for these people, humane services—that is precisely what we would be doing.

The problem, of course, is more complicated than that. There is also a demand for chronic care services, a constant demand.

Mr. McClellan: That's the only thing that's saving these kids that are at Lyndhurst; that there are no beds at Riverdale.

Hon. Mr. Norton: In terms of the funding problem, it is true that chronic care is more costly than the type of service we are referring to here. The problem is that by moving someone, or even moving a group of people, you don't free up any funds for the new service unless you actually close chronic care beds. That has not been possible. In fact, it is my understanding that the Ministry of Health is trying to provide additional chronic care beds in those communities. That is one area in which there is an obvious continuing need.

Although the figures you cite are at least approximately accurate, it is just not possible to make that transition without new funding to provide the new type of residential service. That is where the new funding is necessary and it's not that it's not available because of any arbitrary decision of restraint. We are caught, as are governments in all parts of this country today within the current economic situation, with some uncertainty as to increased funding in the near future. That uncertainty is even more heightened as a result of decisions, and I'm not saying they're not necessary decisions being taken by the senior government in this country.

We don't know yet what the implications of that will be for us in detail. We don't know, for example, the status with certainty of block funding. Until we know that, we will not know whether we're in a position to proceed with any significant new initiatives in this area in the next fiscal year. I can assure that if the funds are available, this is a very high priority, in terms of services.

Mr. McClellan: Yes. Just so we're clear about what we're talking about, we're talking about an annual budget of \$125,000.

Hon. Mr. Norton: Yes. You're speaking of a specific project. I was speaking in more general terms, in terms of the needs across the province, and the needs are not restricted to Bellwoods riding, by any means. If that were the only cost, we could probably do something about it within the next fiscal year.

Mr. Blundy: We need some in Sarnia too, of course.

Hon. Mr. Norton: Windsor has the edge on you in that at the moment, but I can assure you that has nothing to do with the representation from either of those two areas.

Mr. McClellan: The point that I'm making, aside from the merits of the project in my riding, which are indisputable, is that—

Hon. Mr. Norton: You're actually saying that something we're funding is of indisputable merit?

Mr. McClellan: Yes, without any equivocation whatsoever. But if we are making a commitment to proceed on a project-by-project basis, then we are not talking about large amounts of money relative to your total budget. That was the point that I wanted to make in drawing attention to the fact that the budget for phase two in this one project is \$125,000.

I'm not aware that you have 60 or 70 project proposals before you. Perhaps you have that many. I am aware of some number of project proposals that are before you. I would be surprised if they came to a total of even \$2 million. You're talking of a budget of in excess of \$1 billion, and it is a question of priorities and I'm trying to express to you a sense of priorities within your budget.

Just one other comment. The ministry made a commitment in 1975-76 to proceed with four projects, but the reality is that in financial terms, for a variety of reasons, only two of those four projects came on stream in 1976-77—the Clarendon project and the Ottawa project. The Alpha project opened a couple of weeks ago, I think, if I'm not mistaken and the Castlegreen project in Thunder Bay still hasn't opened, so there is the question of funds committed but not spent. The matter is really urgent.

[5:45]

There's a facility in London that is opening in January without any commitment from you for public funding, as I understand it. There's a project in Burlington—and I see the member from Burlington has stepped out—but there's a project in Burlington that's been



operating for something in the order of a year without public support. It is simply unacceptable.

**Hon. Mr. Norton:** It was my understanding of the decision that was taken at the time that the four projects would be established and they would be viewed as pilot projects in order to evaluate the various models that were being attempted for a period of three years. In view of our experience, and I've said this before, on the basis of that experience to date, if the funding can be made available, in terms of priority I would be prepared to short-circuit that three-year period and to proceed more quickly with an expanded service, but it's simply not possible to do it if you don't have the money.

It's true that the holdups were things that were not within our control, as I understand it, but we had to be prepared to fund those at each point in time if they got off the ground and proceeded, so we have to also calculate not only the initial costs which were committed but we have to work that into our annualized cost down the line. Because money had been allocated, if we had then begun to fund other projects on which we had not made that commitment and become committed for annualized costs there, we may not have been able to carry out the original commitment to the four projects.

**Mr. McClellan:** So you may not have had a \$3.4 million surplus in this program line in the last fiscal year, assuming that you did.

**Hon. Mr. Norton:** That may or may not have been the case, but as I tried to explain on numerous occasions, given the extent of the involvement of this ministry across the province, and the difficulty that exists in terms of ensuring that those commitments that we have made are going to come on stream at the appropriate time without delays, inevitably creates either an under-expenditure, or in some cases, as is the case this year, generally across the ministry, an over-expenditure. It's difficult to be right on.

What you say in terms of percentages of the budget is true, but there is very little in our budget that is not committed and we have to be prepared at any time where commitments have been made to meet those, so we can't simply expend the funds on other things that may not be part of the commitment.

It's true that there are other projects for residential accommodation that are either almost at the proposal stage or are at the proposal stage where we simply cannot be sure of the ongoing funding in the immediate future unless the whole question of the economy becomes clear very shortly, and

part of the problem is that a number of the organizations that are making these proposals have raised substantial amounts of private local funding.

In one case I can think of they have somewhere between \$500,000 and \$600,000 that has been raised by local subscription, in another case about \$400,000, which it is their intention to put toward the capital costs. But they don't have the funding, the balance of the capital; we don't have it either; nor do they nor we have the funding to assure them of the operating costs, so we are at this point encouraging them to sort of hang tight and continue with their planning and fund raising with a view to proceeding when the money is available in the future. Until the money is available, or until I'm certain that it will be available, I cannot in all honesty encourage them to do anything else.

**Mr. McClellan:** That really is not very heartening. What is the status of project two?

**Hon. Mr. Norton:** Perhaps Mr. Crichton could comment on that. I'm not familiar with it in detail.

**Mr. Crichton:** Mr. Chairman, I believe the minister has answered the question about the status of project two quite adequately. The main reason for delay is a financial one more than anything else. Our review of the technical details of the project tell us that it is quite sound, as we believe the project one, if you wish, of Clarendon House is a sound and viable project and has been operating very effectively since its inception two and a half years ago. In essence, the real reason for delay here, as the honourable minister has pointed out, is really a financial one basically. If the money were available, and all things being equal in terms of provincial priorities, we think that Clarendon has put forward a viable proposal.

**Mr. McClellan:** Let me just say to the minister that if the government is unable to find the \$1 million or \$2 million per year that it would take to proceed on a project-by-project basis with independent community living facilities for the disabled, I can't think of a sorrier comment on that government. I simply can't.

**Hon. Mr. Norton:** That obviously has to be viewed in terms of some of our earlier discussions. For example, when we were discussing income maintenance I indicated that if, in fact, the current economic situation continues or deteriorates, and there are deteriorating revenues, if it should happen, for example, that the block funding proposal that had been made and accepted between

the federal government and the provinces did not materialize prior to the next fiscal year, if, in fact, the advice that economists seem to be giving at both the federal and the provincial level is heated—the Economic Council of Canada recently, just in the last few days, encouraged the federal government that there should be further cuts of a couple of billion dollars I believe from their spending—all of those decisions, if taken, have a very direct impact upon what is going to be available for us in terms of establishing our priorities.

I don't mean to create an absolutely depressing picture, but in terms of establishing priorities one at some point has to decide between such programs which are indisputably individually very important. Whether something such as income maintenance, for example, in terms of providing at least minimum food and shelter for individuals is more important than some new initiatives that we know are important, that are important in human terms and in social terms and that we would like to be moving forward with, all I'm saying is that at this point until there is a clearer picture of how things are going to settle out for the next fiscal year, I simply cannot make those kinds of commitments.

Two million dollars may be at some point more essential in maintaining GAINS disabled pensions, for example, than moving into new initiatives. The priorities have to be looked at on a very broad basis, because every program this ministry is involved with

is important. It's not like some other ministries where one can terminate a program for a period of time—and since Mr. Snow isn't here I'll use an example from his ministry. He'd probably go through the roof if he heard me, but you can defer paving a highway. You cannot defer providing basic food and shelter for individuals. You cannot defer providing essential rehabilitation programs for people who can then move to something of a more independent existence, hopefully.

**Mr. McClellan:** That's what this is.

**Hon. Mr. Norton:** Right, but I'm saying that, given that fact, all of the programs of this ministry are important in terms of the services that we offer to individuals. That just makes the task of establishing priorities that much more difficult when we are facing as a society a difficult time economically. I can't give you a commitment on that at this point. I can't give commitments to a lot of people I'd like to give commitments, because I cannot be sure that I can live up to them. As soon as the picture is clearer I'll be able to be more clear in just precisely which will be the highest priority, and which priorities we'll be able to proceed with.

**Mr. Chairman:** Is this an appropriate place to terminate, Mr. McClellan?

**Mr. McClellan:** It certainly is.

**Hon. Mr. Norton:** Don't sound so depressed. I'm the one who should be depressed, not you.

The committee adjourned at 5:57 p.m.

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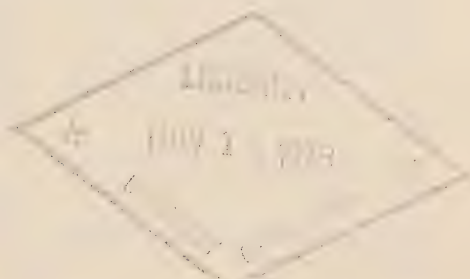


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



### **Second Session, 31st Parliament**

Tuesday, October 31, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

TUESDAY, OCTOBER 31, 1978

The committee met at 3:39 p.m.

### ESTIMATES, COMMUNITY AND SOCIAL SERVICES

(continued)

On vote 2802. Social resources program; item 2, income maintenance:

**Mr. McClellan:** We're still on rehab. We were talking about community-based living facilities for the disabled. I just had one final question, really, that I wanted to ask the minister. I doubt if you're going to be able to respond without your staff. Here they are.

**Hon. Mr. Norton:** Our rounds overlapped and I'm going to have to impress that our first responsibility is to the committee at this point.

**Mr. McClellan:** The final question I had relates to two projects that I had mentioned in passing yesterday. One, a community-based facility in London which is opening in January, and another in Burlington which I understand has been operating for the past year. I don't know anything about those projects. I wondered if the ministry had received proposals from them, from a project in the London area and from a project in the Burlington area, for project funding.

**Hon. Mr. Norton:** I'm not sure that they are exactly the same groups or not, but I believe that I have met with the group from London and from Burlington at some time in the early part of this year, or the latter part of last year.

**Mr. McClellan:** Around the possibility of funding.

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** And did you decide not to fund them? Did they ask for funding and you were unable to fund them?

**Hon. Mr. Norton:** They were pursuing funding at that point and—

**Mr. McClellan:** With you?

**Hon. Mr. Norton:** Yes. And I explained the current circumstances to them. I have forgotten the date but if not last fall it would be perhaps in the early part of this year when I met with them. I explained that we were in the process of developing a more

comprehensive policy on the matter and that at this point new funding was not available.

**Mr. McClellan:** At the same time, this is the fiscal year 1977-78 that they met with you, is that correct?

**Hon. Mr. Norton:** I haven't got the date. I'm not sure.

**Mr. McClellan:** Presumably it was late last year or early in this year, this year being 1978; what we're talking about is a request for funding during fiscal 1977-78.

**Hon. Mr. Norton:** Yes. If I recall correctly they were of a group home—

**Mr. McClellan:** You obviously get the drift of my question, since I'm sitting here with the public accounts book which indicates a surplus under this item of \$3.4 million.

**Hon. Mr. Norton:** As I tried to explain yesterday, surpluses as you described them are not necessarily surpluses. I suppose in terms of year end they are, but—

**Mr. McClellan:** I understand the general problem you have with respect to unspent or unallocated funds, but what we're talking about is a sum of money which is within this vote and this item and this program line, as I understand it—certainly within the vote and the item—of an amount of unspent funds totalling \$3.4 million.

**Hon. Mr. Norton:** Right. May I just illustrate—

**Mr. McClellan:** How can you say to groups that you don't have funding available?

**Hon. Mr. Norton:** May I illustrate the kind of problem that doesn't appear from looking at that?

**Mr. McClellan:** With respect to these two projects.

**Hon. Mr. Norton:** All right, what I have to say will relate to those two projects. If you have X number of dollars—let's choose a figure. If you have \$100 in your budget—

**Mr. McClellan:** Try \$3.4 million.

**Hon. Mr. Norton:**—and you make commitments to fund three projects to the tune of \$33 each, if some of them do not proceed as quickly or get organized as quickly as you expected, you may end up at the end of that

year with \$33 left in your budget. But you also have a continuing commitment. That group may come on stream at the beginning of the next year. When you're planning, you have to bear in mind the annualized commitment. It's not just a matter of saying, "I've got \$33 here, let's spend it." If you had another \$100 the next year, with a commitment of \$33 for a project from the previous year that didn't get on stream, if you expended those funds in haste because you had them left in your budget, you would have commitments for \$133 and only \$100 with which to carry them on.

That's as simply as I can explain it in terms of looking at year-end funds and saying, "Why didn't you spend them?" You have to look into the next year and ensuing fiscal years, bearing in mind what your commitments are going to be down the line, and decide if you are going to be able to maintain those commitments. It's not as simple as saying: "It's getting close to the end of the year, let's spend all the money." You can't fund a group home in London or in St. Catharines or wherever for one year only and say there won't be any funding next year because the money we have in our budget is committed to another project that didn't get on stream this year. It's not as simple as that.

**Ms. Gigantes:** Except that your estimates for 1977-78 are higher than your estimates for 1978-79.

**Hon. Mr. Norton:** I'm sorry, could you tell me which page you're looking at?

**Mr. McClellan:** Page 59.

**Ms. Gigantes:** That doesn't look like the reason why you haven't fulfilled your commitment in 1978 when you certainly don't seem to be extending that through 1978-79.

**Mr. McClellan:** The problem is that there has been a consistent pattern within the ministry over the last few years of unspent funds returned, totalling something in the order of \$74 million or \$75 million in the last two fiscal years.

**Hon. Mr. Norton:** Yes, and there will probably be a similar experience at the end of this year, which will result from some unspent moneys and moneys that during the course of the year, because of revenue shortfalls, were constrained.

**Mr. McClellan:** I understand the constraint part of the exercise perfectly well. That's the one I do understand.

**Hon. Mr. Norton:** I'm not sure you do.

**Mr. McClellan:** I also understand who suffers as a result of the constraints.

**Hon. Mr. Norton:** I'm not sure you do understand the process. Again, when funds are constrained, it is invariably the funds not expected to be expended by the end of the year. No one to whom a commitment has been made suffers in terms of a specific commitment on a project. We try to protect those commitments.

**Mr. McClellan:** Except that the government made, as a policy statement in 1976, a commitment to fund these kinds of projects.

**Hon. Mr. Norton:** That's right and I explained yesterday what the details of that commitment were. Those commitments still exist and we are still meeting them.

**Mr. McClellan:** I don't see that you are.

**Hon. Mr. Norton:** We've been through the details of those four specific projects.

**Mr. McClellan:** That wasn't the extent of the commitment.

**Hon. Mr. Norton:** That was the extent of the cabinet commitment, as I understand it. I don't know what other commitment specifically you're referring to.

**Mr. McClellan:** I spelled that out yesterday.

**Ms. Gigantes:** Excuse me, are you turning to a new subject, Mr. McClellan? I'd like to go back for one second. How can the minister explain the unspent funds in 1977-78 as being commitments he's made that he's going to have to carry through on in the future, when his estimates for the future are lower than his estimates in 1977-78? That doesn't make sense.

[3:45]

**Mr. McClellan:** It depends on what you mean by a commitment. The minister and I obviously mean something different by the word "commitment."

**Ms. Gigantes:** If there were commitments outstanding that meant you could not allocate that \$3.4 million, then surely we would expect that the 1978-79 estimates would be higher than the 1977-78 estimates. But they are considerably lower.

**Hon. Mr. Norton:** There are a variety of things involved in the difference in those estimates. One is the change in our arrangements with the Ministry of Colleges and Universities, which accounts for, I guess, about a third of the—no, I'm sorry; we're talking about the estimates, aren't we? I suppose it's almost 70 per cent of that difference—no, it's more than that.

There was a change in our arrangements with the Ministry of Colleges and Universities. Previously we had an arrangement with them where we paid the actual cost for the college



or university education of a person who was on a vocational rehabilitation program. In other words, the actual cost, whether it was \$4,000 or \$3,500 or whatever, was what we paid over to the Ministry of Colleges and Universities for the cost of that education.

That was changed. We approached them to consider basing it more on a fee basis, similar to the basis for other students, so that we would cover those costs and the balance of the cost of the education would be absorbed within their budget. As a consequence of that, our estimates reflect a lower amount. Theirs, presumably, would reflect a higher amount.

**Ms. Gigantes:** It's a good thing you didn't have anybody training to be a doctor, eh? We would have had a big bill.

**Hon. Mr. Norton:** I can't be sure of that. It depends on what kind of a doctor you're talking about. We certainly have some who are seeking masters' degrees and, I believe, PhDs.

**Ms. Gigantes:** And the real cost of that PhD was going on the account for—

**Hon. Mr. Norton:** I'm sorry; I'm told that this particular arrangement I'm referring to was only with the colleges, and not the universities. Presumably there were no doctors in it.

**Ms. Gigantes:** Fantastic.

**Mr. McClellan:** I assume that this is the appropriate vote to raise again the issue of public transportation for the disabled. Or does this come in social resources?

**Mr. Anderson:** It's under vote 2802, item 3, social services, I believe.

**Mr. McClellan:** Okay. We'll deal with that when we get to that item. While the staff are looking at that, maybe we could look at the issue of the handicapped children's allowance. Perhaps I could start by asking the ministry to give us a progress report with respect to bringing—

**Mr. Blundy:** Mr. Chairman, excuse me. Before the member for Bellwoods goes on with that, while we're still on the matter of community-based living and so forth, how are the areas for projects decided? Does it have to be inspired and initiated by the municipality? Do you have lists of qualified people that should have this advantage in a community? How do you decide this? What sort of a waiting list do you have for handicapped people who are felt to be proper candidates for community-based living?

**Hon. Mr. Norton:** Are you speaking now of the physically handicapped, or do you also

include the mentally retarded—the whole spectrum?

**Mr. Blundy:** I was thinking more of physically handicapped people who are able to be out of an institution in order to take some kind of a position. Just how does your ministry decide where it would be proper to have a home? Does your ministry have any idea how many people there are who would be available for this style of living and, therefore, the possibility of a job?

**Hon. Mr. Norton:** Perhaps we could ask Mr. Crichton to comment on that.

**Mr. Crichton:** First of all, in determining how the services are provided in terms of the group home program and the four pilot projects we have in the community, those have been and are being handled through non-profit charitable corporations in the community which come forward with proposals.

**Mr. Blundy:** I realize that. But how do you decide whether Windsor is going to get one, or Peterborough or Sarnia? In every one of these communities there are community bodies that are trying to get this going. Is that correct?

**Mr. Crichton:** That's correct. What we have done traditionally, and continue to do, is to have the sponsoring group, for the most part, do a survey of community needs. Particularly in the case of the pilot projects, we worked very closely with the local housing authorities in attempting to determine what kinds of persons, individuals and families, they had on their waiting lists who had requirements for specialized accommodation in the community.

By and large, it is done on the basis of the group's data and the available data we can pick up from other groups in the community around the numbers of individuals who require that specialized accommodation and what level of care is required. Unfortunately, at the moment there is no centralized list of names of people who are awaiting that kind of accommodation. Consequently, we do a survey at one point in the province and try to project out from there throughout the province and fix the need then.

**Mr. Blundy:** I am told that in every community there are people who are now housed in chronic care accommodation and the like who would be greatly helped by this community living. You must have some idea of how many there would be.

**Mr. Crichton:** There is no question that there are individuals in chronic care, at home with their parents, in active treatment hospitals and so on who could make use of this type of support. If the support were available, we could readily obtain a list of candidates



for that type of support or that type of housing.

However, the conditions of individuals change, both their medical condition and their living conditions. It is very difficult to maintain a current listing of people. For example, I am quite sure that the project which was initiated in Windsor two years ago—Alpha House—had an initial list of candidates who would have gone into Alpha House had it opened on that particular date. By this time, two years later, that list will have changed substantially, I am sure, simply because of the mobility patterns of individuals as well as changing medical characteristics et cetera.

**Mr. McClellan:** I wonder if we could look at the handicapped children's allowance. The minister wrote to me in June 1978 and reiterated his commitment to review the program. Quoting from him, as I stated in the Legislature: "This program is under active review and I expect to make an announcement soon about substantial changes that will be made, based on our first year's experience."

I wonder if the minister could bring us up to date on making this a more permanent and a more adequate program?

**Hon. Mr. Norton:** We are on the verge—

**Mr. McClellan:** Teetering, are you?

**Hon. Mr. Norton:** No, actually no. We're not teetering at all. We have one additional approval hurdle to pass—that is the Management Board—before we have a final policy position. But what we are proposing, I think it's fair to say, is more easily understood regulations and more generous income levels.

There is a handbook now completed in draft form which will set out in simplified form that I hope will be understandable to pretty well anyone who might wish to make an application what the criteria are. There will be a simplified application form which should be capable of being filled out by the applicants themselves, so that by the time they have filled out that application they ought to know whether they meet the criteria and what level of assistance they would be eligible for.

That's the point we're at right now and, as I say, it has not yet had final approval. But we should know very shortly whether we have any further problems in terms of getting that approved. It would be based on income testing as opposed to means testing.

**Mr. McClellan:** I assume you mean income and family size?

**Hon. Mr. Norton:** Yes, it would be under those variations. There will be a simplified chart and explanation which ought to enable

the applicant to know either themselves or with very little assistance what their status will be with respect to an application.

**Mr. McClellan:** You know from previous comments by myself on this and on other issues that I very strongly support an income and family size test as the basis of determining eligibility for programs as a model. I suppose the only thing that we will remain anxious about is the issue of the income cutoff level. You've indicated that you intend to make it more generous.

I think that's an absolute necessity and we've gone over that a number of times since you introduced the program in the spring of 1977.

Firstly, the allowance is too low for the range of needs that are necessitated if parents are to care for retarded children at home. Secondly, the income cutoff levels have not been sufficiently adequate to permit people to easily assume that burden. I think the object of the exercise is precisely to assist people to assume the very onerous burden of caring for retarded children in their own homes. We'll wait and see and, again, hope that when you say generous you mean generous.

**Hon. Mr. Norton:** I'm not sure that we can expect to meet all of your concerns, but I do think that if what we're proposing—

**Mr. McClellan:** Will it be part of the statute or will it continue to be administered by order in council?

**Hon. Mr. Norton:** By regulation. That's the intent so we don't have to go the order in council route with each of these as we have been.

**Mr. McClellan:** Good.

**Mr. Lupusella:** If I may, Mr. Chairman, I would like to pursue this item because I'm also quite interested about the issue. I share with great concern the statement which was made by my colleague and I hope the minister is going to take immediate action in relation to that item.

The question I would like to raise is in relation to those applications which didn't meet up to now the minister's existing guidelines or regulations.

[4:00]

I would like to find out from the minister what kind of procedure his officials are going to follow in relation to all those applications which up to now have been turned down. Is the minister, or his officials, going to review all those applications which have been turned down? Or are you going to expect that applicants are going to apply

again? I would like to find out the procedure which is going to be used. For me, at least, it makes sense that your ministry is going to initiate the action again instead of expecting the applicants to renew their applications for such benefits.

**Hon. Mr. Norton:** It is our intention to review them. We would have a record, I think, of all of those applications. In the event that we might not have all of them—I should think we would, but in any event—and it would take some time to review all of them. Any individual would, of course, be free to get a copy of the handbook and the application form and they could, to a very large extent, know themselves in advance, I think, whether they would be now eligible where they might not have been previously.

**Mr. Lupusella:** I thank you for that particular action which you are going to take. I want to support the principle of generosity in relation to the allowance by bringing to the attention of the minister a particular situation arising among workers. As you know, a lot of people are working in construction. In view of, let me call it the stinginess of the allowance in relation to those handicapped children—there are workers who are making maybe \$15,000 or \$16,000 this year, but maybe they are going to make \$10,000 next year—I think the position which your ministry has been taking up to now has been quite discriminatory. I hope that generosity comes into the picture to eliminate this sense of frustration which is coming from those people who are perhaps making a good living for the present year, but maybe their financial situation is going to change next year.

The point I would like to emphasize is that the minister took a particular action in relation to handicapped children, period—that is the main issue. Whether or not their families are making \$15,000, \$16,000 or \$20,000 the fact remains they are supposed to look after the handicapped child. I think that is the prime concern which the minister should take into consideration. Those families, even though they may exceed the guidelines of the minister, are supposed to look after their handicapped child. The allowance goes to the child, and I don't think the families are going to use the money for a different reason. I think that is an important principle you have to consider when you go to review those guidelines.

**Hon. Mr. Norton:** This is not an allowance to the child. The intention of this is to provide assistance to families for the extraordinary expenses associated with providing home care for a handicapped child.

You raised the question of having not even income testing. I guess the problem we will have there for some time to come is one of trying to identify what the available resources are, and what the best way of distributing them is so that those resources can go first to those who need it most. Until we are in such a position—even philosophically one accepts universality—one has to accept that if there are limited resources you have to find an equitable way of distributing them. I am not sure how you can do that without paying some heed to levels of family income.

**Mr. McClellan:** The issue was the adequacy of the cutoff levels.

**Hon. Mr. Norton:** If you are talking about adequacy of cutoff levels, I think that the proposal we have in mind at the present time will, I hope, substantially meet your concern.

**Mr. McClellan:** Thank you. Just one followup question. Again I'm very, very happy that you're moving to an income and family size test for determining eligibility. Is this a shareable item under the Canada Assistance Plan?

**Hon. Mr. Norton:** No, it's not, it's 100 per cent provincially funded.

**Mr. McClellan:** And I assume that this is why you feel that you can move to an income and family size test as opposed to a needs test?

**Hon. Mr. Norton:** That is correct. From its inception it hasn't been a cost-shared item.

**Mr. McClellan:** Then I can assume as well, I hope, that once we move to block funding there will be nothing to inhibit you from moving to income and family size tests as a determination of eligibility for subsidy in other programs, and of course day care comes immediately to mind.

**Hon. Mr. Norton:** That's an issue yet to be determined. We may not see block funding.

**Mr. McClellan:** Leaving that whole can of worms aside, let me again for the millionth time encourage you to move away from, once it's possible—

**Hon. Mr. Norton:** The million-and-oneth.

**Mr. McClellan:** Yes, the million-and-oneth time. Once it's possible, in your view, under Canada Assistance Plan to move towards a different determination of eligibility, I hope you will.

**Hon. Mr. Norton:** I have heard and will take into consideration your advice.

**Mr. McClellan:** I think I've made that point. Can I look now at transportation or



should we wait until the third item? Or does anybody care?

**Mr. Chairman:** I understood it did come under the third item, Mr. McClellan.

**Mr. McClellan:** I'm happy to wait for the third item.

**Mr. Chairman:** Is there anything further?

**Mr. McClellan:** I have nothing further on the second item.

Item 2 agreed to.

On item 3; social services:

**Mr. McClellan:** I guess I have a number of items to deal with here. The first thing I'd like to raise is the question of funding elderly persons centres. I'm sure the minister must be aware of the enormous anxiety caused by the Provincial Municipal Grants Reform Committee's proposal with respect to in effect abolishing the present funding under the Elderly Persons Centres Act. People were not, by and large, reassured by Mr. McKeough's desperate attempts to deal with that issue as it arose unexpectedly in his face, repeatedly, as he made speeches in different parts of the province.

I would like a simple statement from you with respect to your intentions to fund the current network of elderly persons centres. I believe that there is confusion with respect to the government's intention and an enormous amount of anxiety. The last thing in the world the people who are running the network of elderly persons centres need in this province is the threat of having the rather threadbare rug pulled out from underneath them. They have enough difficulties in managing and in scrounging funds under the act and from municipalities and from Winario and from wherever else they can secure funds. The program is, as you know, absolutely essential if we are to move toward the goal of assisting the elderly to remain in the community and out of institutional care.

Secondly, at present it is inadequately funded, so a threat to simply withdraw the funding, in effect turn the funding over to municipalities, is a terrifying prospect. Maybe you could just give us a straightforward statement of government policy, as a beginning, with respect to elderly persons centres.

**Hon. Mr. Norton:** I thought that I had given a statement from the beginning of this issue, in fact in response perhaps even to your question. It might have been in the House.

**Mr. McClellan:** The difficulty was with Mr. McKeough's enormously ambiguous

counterpoint to your response, so maybe you could just clear that up.

**Hon. Mr. Norton:** I can assure you that we have no intention at this point in time of making any change in our commitment to that program. There are some things we would like to see in some cases that will not result in the variations of that. For example, we would like to see even more outreach orientation in some of these programs. In most cases there is an outreach component. But there are some which are perhaps more recreational in nature than in outreach into the community. But aside from those interests we have, we have discussed them with some of the persons involved. No, our commitment remains as it has been to those through that program.

**Mr. McClellan:** I wonder if I can just pursue this for a second, Paul, and you can pick it up.

When you say you want to see more outreach, surely you realize that the only thing inhibiting the development of more comprehensive outreach program is the question of funding. That's certainly true of the centres I've had contact with. And again my experience is limited to Metropolitan Toronto. But the issue is the inadequacy of the funding arrangements under the Elderly Persons Centres Act. You know there's a ceiling of \$15,000 per elderly persons centre, and places like WoodGreen, or Baycrest or the older persons centre on Queen Street have to have six or seven or eight elderly persons centres within their elderly persons centre in order to put together a plausible budget. So when you talk about wanting to see more outreach, you're certainly not going to get any objection from us. But I want to know what funding you're going to put into the possibility of developing outreach programs.

**Hon. Mr. Norton:** Yes. I think in some cases what you detect as several centres also applies to programs that they may institute in terms of outreach, and qualify for some additional funding in that way.

The other thing I think is exciting and is taking place in Ontario, and elsewhere I presume, is a very significant initiative on the part by senior citizens, in terms of volunteer involvement in the provision of services. And that's something we would like to encourage especially at a time when there may not, for the immediate future, be a lot of new money to enrich funding. In fact, some of the programs presently being conducted by seniors on behalf of seniors has very little funding involved.



[4:15]

I don't know whether you're familiar with the Link program. It is not a government program but was initiated by senior citizens on the recommendation I believe of Mr. Crawford, or at least he dropped the hint following his observations in another country of a program similar to that. It's been picked up by senior citizens in Ontario. In my own community, I know, there is a group of senior citizens associated with the senior citizens council who have developed fairly extensive volunteer services in the community, including transportation and a variety of other services that those healthy and ambulatory elderly people provide for those who are less so.

It's interesting this is happening because it's only a little less than a year ago, about last January, when I was in Washington and had an opportunity to have some conversations with some people who are associated with the Atlantic Council which, for want of a better expression, is like a think tank, based, I think, in Paris and Washington. They were asking what stage we were at in Ontario in terms of development of services for the elderly, particularly community-based services.

Speculatively they said, "Let us guess. We suspect you're at the point where you're trying to involve young people in the provision of services to the elderly." That was not too long after—I guess the previous summer—we had initiated the program through the municipalities of employing unemployed young people in providing some services and assistance to the elderly. I said, "Yes, in fact that is one thing we have done fairly recently."

Their response was that in all of the countries they had looked at, they found in the long run that did not really work out very satisfactorily. The most effective method of providing services to the elderly they had seen, and the most affordable method, was through the encouragement of other elderly people. It meant, they felt, far more meaningful relationships, a greater receptiveness on the part of the recipients of the service, and a greater sense of fulfillment and involvement in the community on the part of the elderly who were involved in providing the service.

So we may be on the threshold of significant developments in that area in Ontario and I would hope we would continue to encourage it. One of the most encouraging things is that it may be, in the near future, one of the affordable directions we can encourage at a time when there may not be a lot of new money.

Mr. McClellan: With respect, I think it is delusory to talk about developing a voluntary care system for the elderly in the community in the absence of a basic structure of personal support services, and in the absence of a structure of a community-based care system.

There will always be an absolutely essential role for volunteers within a comprehensive, community-based geriatric care system. But it is not a substitute for the system. It may be the most important component of the system, and I don't dispute the importance of the development of a very extensive cadre of volunteers who are working to help the elderly to stay in their own homes. But until we have the surrounding structure in place, we are not dealing with the problem.

The surrounding structure has a number of identifiable components. We know from progress that has been made in other jurisdictions—in Great Britain, and some of the countries in northern Europe—there has to be a network of social and recreational facilities for the elderly. There has to be a network of personal support services. There has to be a network of community-based health services for the elderly. Until that network of services is in place, we are, in fact, making it necessary for many thousands of senior citizens to go into institutional care.

I'm profoundly unhappy to hear government talking about somebody else's responsibility in the absence of any clear evidence of planning, even on an incremental basis, for the development of a comprehensive, community-based geriatric care system. I don't see that happening even on an incremental basis.

I see in Metropolitan Toronto almost a complete shambles with respect to community-based geriatric care services. The Chor-Cor project which was initiated by Metro social services department was scrapped in June of 1978. That was the first attempt to deal with the provision of a limited range of home support services on a comprehensive basis. It was dropped by Metropolitan Toronto, but not because there wasn't a need—they ascertained that there was enormous need for these kinds of services. They dropped it because the funding arrangements were inadequate. To quote the report of Metro Social Services and Housing Committee, "the departmental project Chor-Cor as it now stands should be phased down and terminated until such time as a more comprehensive approach is developed, legislated and adopted." That responsibility is yours to put into place.

There have been a number of very helpful suggestions provided to you by Metro Toronto

social services department. There was a proposal for some reforms to the Elderly Persons Centres Act that would clearly define and in a sense limit the funding to elderly persons centres and remove the ludicrous \$15,000 ceilings. Secondly, and inseparably, there was a proposal to develop a home support services act which would provide funding on an adequate basis for the whole range of personal and health care services to the elderly, that would include funding for homemaker, home help, meals on wheels and other more sophisticated home care services.

But until we get government to accept the principle that it has a fundamental responsibility not for providing the whole system certainly, but for making sure that the system is in place and that there is funding for a basic structure of services, then it is not healthful to be talking about reliance on the voluntary sector. That's what we have now, and we don't need you to be saying that. In my own community the churches and the service clubs are performing yeoman service precisely in this area and they don't need you or any politician to lecture them about their responsibility. They know what their responsibility is and unlike you they have assumed the responsibility.

They are doing their work. They are doing their share of the job, thank you very much. They are running the meals on wheels programs. They are running the friendly visiting program. They are trying to co-ordinate, on a voluntary basis, drivers for shopping and home repair services. They don't need your pat on the head. What they need from you is leadership, tying the enormous effort and the enormous expenditure of voluntary time and energy going into community care for the elderly in the voluntary sector into a co-ordinated and adequately funded comprehensive program.

The absence of your leadership will perpetuate the present situation described in the interministerial report on residential services, that the elderly are being forced against their will into institutional care by virtue of the absence of adequate pensions and adequate home support services.

**Hon. Mr. Norton:** By way of brief response, perhaps some of us have less orderly minds than others. Perhaps I don't approach things with the same sort of categorical, incremental, structured concept that you do.

**Mr. McClellan:** That is too bad.

**Ms. Gigantes:** That's why things are in such a mess.

**Mr. McClellan:** I was quoting the Metro social services department.

**Hon. Mr. Norton:** I was thinking originally.

**Mr. McClellan:** They simply supported me.

**Hon. Mr. Norton:** I was not attempting to suggest that volunteer involvement on the part of the elderly was to be a substitute for the other services.

**Mr. McClellan:** That is what it sounded like.

**Hon. Mr. Norton:** We have made very significant progress in this province over the last number of years in terms of services. In fact, the one you referred to in Metro—

**Mr. McClellan:** Do you mean Chor-Cor?

**Hon. Mr. Norton:** Yes. It is my understanding that program was terminated not because of funding problems, but because of lack of participants. I am not sure what your point is in citing that as an example of deterioration of the program. I am not sure why they had a lack of participants. There are significant efforts being made, not only in my own ministry but across ministry lines, in terms of developing a more comprehensive and better co-ordinated system of services for the elderly.

But we should never minimize the importance, and I am not suggesting you have, because of social benefits attendant upon it and because of the very positive impact it has on the community of volunteer involvement in all sectors.

It is true there are many churches and other organizations that are, through their commitments, heavily involved in volunteer service. But there is greater potential which has not yet been fully realized. We should not discourage it, but encourage it. I don't follow your line of reasoning that we should ignore that until such time as some other structure or a clearer structure is in place.

**Mr. McClellan:** You well know that was not my point.

**Hon. Mr. Norton:** That seemed to be part of your point and that is why I referred to your categorical concept of incremental whatever it was.

**Mr. McClellan:** What I said was that I would be less anxious if I could see some signs of progress, even on an incremental basis. But I don't see that. What I am saying you should do is develop, as a matter of priority, a comprehensive community-based geriatric care system. We know what we have to do. There isn't confusion about what a community-based geriatric care system is comprised of because we have all kinds of working models in other jurisdictions.

[4:30]



**Mr. Acting Chairman:** We are on senior citizens' care. Are you finished with that part of it?

**Mr. McClellan:** No. I want to go back to the question of Chor-Cor for clarification because it's my understanding, reading the evaluation summary of project Chor-Cor that was produced by the Metro social services department, that the problem was not a lack of clients. If the minister's understanding is different, I'd like some elaboration on that.

My interpretation of the material is that there was a substantial demand, particularly in the downtown area, for the Chor-Cor service. There were other problems that they ran into because Chor-Cor was really an ad hoc program that sort of came out of the blue without being adequately funded or initiated as part of a broader plan for the development of a community-based geriatric care service.

**Hon. Mr. Norton:** I admit it was not a legislatively structured program. I thought it might be interesting to try something which challenged the municipalities to a little creativity. In fact, the results in some municipalities were very encouraging in that respect.

**Mr. McClellan:** What does that mean?

**Hon. Mr. Norton:** I'm not sure that the provincial government has to structure everything for the municipalities.

**Mr. McClellan:** This is what disturbs me. I don't see provincial initiatives in the development of a community-based geriatric care service, even though the interministry report on residential services stated in very stark terms the nature of the problem.

**Hon. Mr. Norton:** We are at the present time in conjunction particularly with the Ministry of Health and Housing through the co-ordination of the Social Development policy secretariat—

**Mr. McClellan:** God help us.

**Hon. Mr. Norton:** —working on the development of a more comprehensive approach and a better co-ordinated approach to the services that are currently in existence in those ministries that relate to the area that you identify. We are also identifying areas where improved programs can be offered. It's true that you may not have seen any high profile initiatives at this point, but that is because we're engaged in the process of discussion and planning.

**Mr. McClellan:** I think the problem is that the energy and attention of the ministry is focused on other areas.

**Hon. Mr. Norton:** No, that's not true. There are other areas that have a higher profile at the moment in the media and in terms of what we're doing.

**Mr. McClellan:** I think in terms of actual work this is an area that is—

**Hon. Mr. Norton:** Everyone in the ministry is working very hard these days. I would be willing to put my ministry up against any other two in terms of the volume of work that's being done.

**Mr. McClellan:** I think geriatric care services are on the back burner. They're so far on the back burner they're out of reach.

**Hon. Mr. Norton:** In a ministry like ours we can't afford to have anything on the back burner. It's all up front.

**Mr. McClellan:** I agree with that statement, but the reality is that—

**Hon. Mr. Norton:** Perhaps it was an incorrect statement if you agreed with it.

**Mr. McClellan:** Do you have proposals to bring in either legislation or amendments to the Elderly Persons Centres Act to rationalize the funding of both elderly persons centres and the home support services?

**Hon. Mr. Norton:** Those areas are part of the total picture of what is being discussed at the present time in terms of what I just finished describing with respect to residential concerns as they relate to housing, the services that are available to the elderly in the Ministry of Health and those services that are offered within our ministry.

**Mr. McClellan:** What is the ministry's thinking with respect to the appropriate vehicle or mechanism for organizing a co-ordinated service delivery? Are you intending to rely on the great patchwork of voluntary programs, or is it your intention to permit the municipal social services departments to expand their services as a kind of complementary service to their residential programs?

**Hon. Mr. Norton:** That's part of what I'm talking about in terms of planning.

**Mr. McClellan:** Do you have anything that we can—

**Hon. Mr. Norton:** We are tending more toward the latter suggestion. One other thing we have identified and which is not fully resolved at this point is the question of the appropriateness of various types of service that certain elderly people are receiving, especially as they relate to accommodation. We have to be concerned about the adequacy of the assessment of the needs of the individual and the appropriateness of the services they are receiving. Those are some of the things we are looking at.



**Mr. McClellan:** That is not helpful. Have you produced anything in the way of policy papers that you might be able to share with us?

**Hon. Mr. Norton:** None that are shareable at this point.

**Mr. McClellan:** Why? Why aren't they shareable? Are you embarrassed at their paucity?

**Hon. Mr. Norton:** Because they are policy proposals that ultimately will be part of a cabinet submission.

**Mr. Chairman:** Perhaps Mr. Carman has a comment he would like to make.

**Mr. Carman:** Mr. Chairman, in the development of the policy papers that Mr. McClellan has been asking about, one of the things we have been focusing on is the need to look at the services that he's referring to, not just in terms of their provision to the elderly, but in terms of their provision to many other disadvantaged groups. One of the characteristics we've found in looking at the questions around the reorganization of the ministry, as well as around the questions of providing for various specific target groups such as the elderly or the socially disadvantaged or the physically or the mentally handicapped, is that there is a great similarity in the needs of these people for certain kinds of home support services, as Mr. McClellan referred to them.

As a consequence, we have been somewhat more measured in the development of the proposals that are coming forward in order to ensure that if we do make any kind of policy change, it won't necessarily have to be duplicated for every handicapped group. Instead, we could develop policy proposals and, flowing from that, some kind of legislation that would have applicability to a wider range of groups.

The other question that Mr. McClellan asked is do we anticipate that the municipalities would be a main part of the delivery service. I think a principle that has come up in the discussions is that we should be more flexible in delivery agencies to ensure that there aren't impediments to the provision of the service; that the program interventions and the policies that are designed don't necessarily have to flow through a narrow delivery orifice, if you want to call it that, but that perhaps there is a wider capacity for various agencies and groups to provide it.

So there have been a number of factors being considered here and that's why there hasn't been developed a simple policy proposal in relation to the aged.

**Mr. McClellan:** What is the status of the provincial-Metro task force on the Elderly Persons Centres Act?

**Mr. Anderson:** As you know, Mr. McClellan, from the report you are perhaps referring to, our own staff were assigned to that task force to work with the municipality. It came from the municipality's concerns partially with the report that you referred to earlier, but also from some of their concerns, particularly with the Metro municipal level, with regard to the split responsibilities between the local municipality and the regional government. Our staff have participated on a fairly free basis.

We are now in a position of reviewing the work our staff did in conjunction with the municipal people. I think some of the things Mr. Carman has just suggested are the kinds of things that are under review now, such as the concept of whether or not in the long run the elderly persons centre is the ideal vehicle for social services in the home support area. Or whether indeed, we might be talking in terms of a home support or home services program which encompasses far more than just the elderly, but provides these services.

Obviously there are things such as meals on wheels. But there is no economy in the use of the kitchens or the volunteers or the transportation in trying to deliver them separately to the physically handicapped or the aged or the homebound person of any sort. Perhaps, rather than dealing with it on an age level in the home services support program, it is necessary to look across handicaps.

The home support program, discussed before with regard to the physically handicapped, really has some of its basis in work that is being done with the elderly in senior citizens apartments and within their own homes. This kind of uniformity, again, is identified very clearly in that task force report, and we are developing our responses to it in the larger context that Mr. Carman has referred to.

**Mr. McClellan:** I would appreciate simply being kept up to date on work that is taking place in this area. As soon as there are even some preliminary responses to the proposals and recommendations made in the task force report, I would like to be advised. I don't know what your time frame is in terms of coming to grips with some of the issues that have been raised in this report—whether the Elderly Persons Centres Act should be re-drafted to rationalize funding, and whether a separate home support services act ought to be implemented, and whether the funding

for homemakers' services and visiting nursing services ought to be provided on a different basis. Do you have a time frame for trying to come to grips with some of these issues?

**Hon. Mr. Norton:** We don't have a specific date we can suggest. Our estimate is that it would be more than six months before we would be in a position to do that.

The other area of concern, harking back to our discussions yesterday, is the whole status of availability of resources, in terms of what specifically we might do once we have reached that point.

In terms of the planning components, we ought to be in a position to have reached that stage in not too much longer than six months.

**Mr. McClellan:** You don't have a choice with respect to resources. We as a society have to—

**Hon. Mr. Norton:** No. I don't, because—

**Mr. McClellan:** Let me finish. We have to provide for—

**Hon. Mr. Norton:** —those decisions are currently being made by other levels of government that will have an impact on us.

**Mr. McClellan:** No, you don't have a way out. You are going to have to provide for, we are all going to have to provide for, senior citizens. That is a simple given, and we all understand what the demographic trends are. If we haven't made arrangements well in advance of those demographic trends to put into place a community-based care system, we will be forced to undertake a massive capital program of institutional construction to deal with senior citizens on an institutional and custodial basis.

[4:45]

Those are the only choices before us. It's not a question of somehow being able to wish the problem away or sticking our heads in the sand. It's a question of being able to avoid the expenditure of funds in the assumption of responsibility as a society and as government. That is a simple given. The only choice before you is whether you have the wisdom to develop a community-based system now while we have time to plan, or whether you'll respond to the crisis when the crisis hits us.

**Hon. Mr. Norton:** I'm aware of most of the hazards, not all of them. I'm not sure I have the wisdom you suggest would be desirable, but I think you recognize that today's experience is something like—especially in the area of the involvement we have—swim-

ming through a sea of sharks. We'll do the best we can.

**Mr. Chairman:** Have you finished that part of your presentation, Mr. McClellan?

**Mr. McClellan:** For the time being.

**Mr. Chairman:** Mr. Blundy wishes to make a couple of remarks on this same area.

**Mr. Blundy:** I'm really puzzled about the budget of your ministry, Mr. Minister. For instance, on the first page under capital, it says the elderly persons centres will be receiving \$325,000 less than last year. Under operating, they will receive a pittance of \$30,000 more. In the explanation notes it says: "No capital expenditures projected. No new commitments projected."

When we had our opening statements back in June—it seems so long ago I almost forget what everybody said—I recall the comments that were made about task forces and reports and consultations and so forth. I remember adding them up and they were fabulous. It would appear to many people the money the ministry is spending is being spent with high-paid civil servants sitting around trying to figure out what to do, but not providing any money in the budget to do it, in spite of the fact the senior citizen population is growing yearly and it is projected to grow considerably.

I think many of the people of Ontario are getting a little tired of you, Mr. Minister, saying we're having a task force look at this and we're having a study group do this and we're having a report on that, but nothing is being produced and nothing is coming out in the way of real aid for the people. You're actually decreasing the amount of money being spent in the two categories I mentioned, for instance.

You have been saying you made significant progress. I don't think you're going to be making very much significant progress in this budget we see today in looking after the needs of the elderly in our communities.

You've said several times in reply to Mr. McClellan the involvement of voluntary groups and community groups is going to be expected to do so much. I'm alarmed about the situation. I don't think you are really providing for the needs of the elderly, as they are increasing in our communities.

The government is talking about restraint—and I'm very happy to hear people talk about restraint—but there appears to be too much restraint in the areas of actually producing something and not enough restraint in some of the other areas where they're thinking and sitting around and making reports and so forth which, as yet, have produced nothing



worthwhile for the people of our communities and the people of Ontario.

**Hon. Mr. Norton:** First of all, in case it isn't clear, I think the page you were looking at is the page of capital—

**Mr. Blundy:** That's the one, yes.

**Hon. Mr. Norton:** Yes, as opposed to operating expenses. It's true that there is less capital available in our budget this year—

**Mr. McClellan:** People have to go to Wintario for capital funds.

**Mr. Blundy:** Yes. Less capital, but more people to be served.

**Hon. Mr. Norton:** That also probably reflects that significant progress has been made in the area of establishing centres. I'm not suggesting that there isn't still greater need out there—

**Mr. McClellan:** Or going to Wintario for capital funds.

**Hon. Mr. Norton:** Is there any sin in that?

**Mr. Blundy:** No, there is no sin in that. But it's hard to get that, too.

**Hon. Mr. Norton:** If they are able to get capital from Wintario, then God bless them. I wouldn't want to discourage that, because when one gets capital from Wintario it also indicates that there's a fairly significant community-based component in local contributions in order to get the matching funds from Wintario. That is something which, I should think, would be viewed as positive.

Before finishing, I do want to comment on your comments on the popular hobby horse of task forces and so on or, as one of our colleagues has been known to describe it, as the sophisticated navel-gazing in which our ministry has been engaging.

**Mr. Sweeney:** You like that expression, don't you?

**Hon. Mr. Norton:** Yes.

**Mr. Sweeney:** You must have a fixation.

**Hon. Mr. Norton:** That intrigues me. I thought that was one of the better lines that has been used.

**Mr. Blundy:** We have been wondering about that.

**Mr. Sweeney:** It must have hit closer to the truth than I expected.

**Hon. Mr. Norton:** I must say it titillated my sense of humour. It titillated me anyway.

But, as a result of that navel-gazing, you've seen some of the product recently. You've seen it in the form of standard guidelines and various other things that have been well received by yourselves and by other people across this province—things that we've been

waiting for and that have been produced—and represent perhaps some of the most comprehensive work that's ever been done in these areas.

**Mr. McClellan:** In this province.

**Hon. Mr. Norton:** No, well beyond this province. The standards and guidelines are now in another division of the ministry, but the document outlining standards and guidelines for residential care, I think is unparalleled anywhere in terms of the comprehensive work that has gone into it.

You can't have it both ways. You can't say we need standards and guidelines and we want them so they can be applied in residential care across this province, and then turn around and, out of the other side of your mouth, criticize us because we're doing the work. If you don't want us to establish standards and guidelines, then stand up and say, "Stop it." Don't encourage us to proceed along the very productive path that we've embarked upon and then turn around and criticize us for doing it. Let's get our act together.

**Mr. Blundy:** We want you to plan for the future, but we also want you to provide for today's needs.

**Hon. Mr. Norton:** I don't want to be unfair, but you also said that there was too little constraint in the area of task forces and so on. You don't accomplish some of these things without a lot of work, and I would point out that a lot of those task forces, as they've been called—I must say I'm getting to the point where I hate that phrase; I wish we could dream up something else—

**Mr. McClellan:** Task forces.

**Hon. Mr. Norton:** These groups have a very large volunteer component. For example, in the case of the standards and guidelines on residential care, I think there was in excess of 60 people from across this province who were involved for a protracted period of time working on various aspects of that, and only a very small percentage of them were actually ministry staff. Many of these people were people who had been for years engaged in areas of interest and concern and gave their time voluntarily in those services. I think that's something that we should be proud of and should encourage. But let's not knock us for the work that we are accomplishing.

**Ms. Gigantes:** They'll all be waiting.

**Hon. Mr. Norton:** Waiting?

**Ms. Gigantes:** Waiting for you to develop your programs.

**Hon. Mr. Norton:** That's right. We're working on those too, you know. You can't



do everything at once, and things don't always happen overnight. I think we have to look at where we were and where we are and recognize that we've come a long distance.

**Mr. McClellan:** Not in this area.

**Mr. Lupusella:** You have had so much time.

**Hon. Mr. Norton:** I was hardly born 35 years ago, Tony; come on.

**Mr. McClellan:** You may have made some real progress in children's services and, as you are well aware, we are not shy about giving credit where credit is due in that area. But I think this is an area of neglect that continues to experience neglect.

**Hon. Mr. Norton:** May I just respond very briefly to that, because the area of neglect in terms of elderly persons centres—if that's what the honourable member was referring to—

**Mr. McClellan:** Senior citizens services as a whole.

**Hon. Mr. Norton:**—elderly persons centres, to the best of my knowledge, exist nowhere in Canada other than in Ontario. And they are not cost shared—something else—they are 100 per cent funded by the people of Ontario. So if what we have accomplished is neglect, then it's a lesser degree of neglect than one would find elsewhere in the country.

**Mr. Acting Chairman:** Any further comments, Mr. Blundy, on this topic?

**Mr. Blundy:** For instance, as you go on further, Mr. Minister, in volunteer programs for seniors, actually they're a good deal less than was committed for last year in the estimates for this area. A total of \$94,000 is being spent, which is a commitment of \$58,000 less, I believe, than was estimated for last year. You have put a lot of hope on the use of volunteer programs in communities for seniors and so forth. I know that the people in the communities are trying to assist, volunteer and help, but it can't all be done just on volunteer work. There's got to be money as well to make these programs worthwhile and useful to the people.

**Hon. Mr. Norton:** On that item, I think that if you look back to 1975-76 at least there is a pattern of growth there. It's probably true that we overestimated the rate of growth that we could expect in the fiscal year 1977-78. But even at the level of expenditure we achieved in 1977-78 it is still a growth of roughly 25 per cent over the previous year. The estimates for this year would allow something close to 100 per cent growth over last year in terms of actual expenditures.

Although I admit that we probably were overly optimistic about the rate of growth that could be achieved in 1977-78, the pattern is still one of growth in terms of expenditures in the area of volunteer programs.

**Mr. Cooke:** I want to ask a few questions about homes for the aged and follow up the issues I raised last year. Last year, I think the minister will remember, I talked about the special care wards at homes for the aged and the admissions procedures and the lockup provisions. I just wonder how much progress has been made on developing the admissions procedures and the new guidelines that I understood were in the process of being developed.

**Hon. Mr. Norton:** Perhaps I could ask Mr. Crawford to comment on that. It's been an area in which he has been actively involved as I am sure you gathered from the correspondence we've had over the year on the subject and the correspondence you had with Mr. Crawford.

**Mr. Crawford:** During the period of spring and early summer we had a law student working with our nursing consultants and our chief medical consultant. We did a survey of all of the homes for the aged and identified those that had special care areas. Some were visited. For the others, we had a visit within a reasonable period, and we had current information. We have compiled a complete index on every home.

At the same time we developed, in consultation with the homes for the aged association, a set of regulations which the minister brought in. Mr. Chairman, if the member has not seen them, we could make them available. They deal with admissions procedures and the designation of a special care area, and outline the review procedures that must be followed, not only for the special care areas but for all residents in all parts of the homes. But in special care, it is quite specific that review is almost on a weekly basis for the first three months. The home physician must review the situation about three times in the first year, and thereafter at least once a year or as he is requested to do so by the nurse or by the person in charge.

[5:00]

When we met with the homes for the aged association in September in London, Ontario at their annual convention, we had a complete morning workshop on admissions procedures and the new regulations. We are now setting up regional workshops with the association, all homes participating, all of the senior staff, director of nursing, administrator, home physician, and they've all been given

kits of material. We will now be visiting the homes again to see how they're implementing these procedures and we want to see the written guidelines that they have adopted for their own homes. These are subject to the minister's approval.

**Mr. Cooke:** The regulations are then part of the Homes for the Aged Act. Is that correct, or are these just policy guidelines?

**Mr. Crawford:** No. They are part of the regulations under the act. It appeared in the Ontario Gazette.

**Mr. Cooke:** Can you give me an idea of what the admissions procedures are going to be like, or what they're like now, what changes have been made, what types of medical professionals will be used and how much more elaborate the admissions procedure is? I think the admissions procedure was my main concern last year.

**Mr. Crawford:** Mr. Chairman, just very briefly, the applicant, or his legal representatives if he is not competent, has to be seen by the administrator, by the intake worker. There has to be a review by the home physician; there must be counselling with the family or the representative and the individual. The medical documentation—and there have been amendments made to improve the forms—and the written records and social histories and other pertinent information are clearly spelled out to be maintained in confidence.

I think when the member sees the regulation—it can be available tomorrow morning—he will note considerable improvement over any written guidelines of the previous period.

**Mr. Cooke:** I don't want to go into any great detail because we have had over the year quite a bit of correspondence and personal contact. I just want to thank Mr. Crawford, because I think after I brought it to his attention last year the minister has acted quite quickly and very competently and I think Mr. Crawford deserves to be congratulated.

**Mr. Chairman:** Thank you. He certainly does.

**Ms. Gigantes:** May I have a copy of those guidelines, those regulations, too?

**Hon. Mr. Norton:** Sure, Ms. Gigantes. They'll be going to the whole committee.

**Mr. Chairman:** Shall item 3 carry, Mr. McClellan?

**Hon. Mr. Norton:** Never-say-die McClellan.

**Mr. McClellan:** I don't know why I do this.

**Hon. Mr. Norton:** Well, it's not because I encourage you.

**Mr. McClellan:** It's my job. Let's pursue the issue of homemakers' and nursing services. It relates in a sense to the previous discussion we had about care services and personal support services. The first thing that I want to ask the minister is whether he can explain the enormous decrease in the volume of both homemakers' services and nursing services from 1974 until 1978. I'm referring to page 83 of the blue book.

Homemakers' services have declined in absolute terms measured in hours of service from 1.89 million hours of service provided in 74-75 to 1.5 million hours of service forecast for 1978-79. That is a decline of 20 per cent over that period of time and we have a similar decline in nursing service measured in terms of numbers of visits, so we have a decline between 1975-76 and 1978-79 of 31 per cent.

That is the most dramatic expression of the destructive effects of your constraint program. When you imposed limits on municipal transfers, tightened up the means testing and imposed a standard means testing on the provision of homemakers' services and nursing services under your act, the effect was to dramatically reduce the level of service provided. Perhaps you have a different explanation for it, but I view this decrease in homemakers' services and nursing services as really appalling. There is no other way to describe it.

You're well aware they represent the preventive service par excellence, the non-institutional service par excellence, and to see them slashed in absolute terms by 20 per cent and 31 per cent respectively is simply intolerable. What's your explanation of that decline?

**Hon. Mr. Norton:** It's difficult to view this program in isolation from, for example, the comparable program in Health, although the Health program is of shorter duration. In the same period of time, there has been very substantial growth in the Health program.

**Mr. McClellan:** Can you provide statistics to validate that argument?

**Hon. Mr. Norton:** That there has been growth in the Health program? Is that what you mean?

**Mr. McClellan:** Yes, what I'd like to see is levels of service measured in the same terms with respect to the Ministry of Health's program, so that, rather than just guessing, we can actually make some statistical comparisons.

**Hon. Mr. Norton:** By levels of service, you mean the numbers of visits or the numbers of days of service provided, or what?



**Mr. McClellan:** You are arguing that there has been a decline in your homemaker's service and your nursing service that has been picked up by the Ministry of Health's program. I am asking you if you can provide statistical backup to that, or is that just a guess?

**Hon. Mr. Norton:** All I have in front of me at the moment are the dollar expenditures. I don't know whether more detailed data is available.

**Mr. McClellan:** That doesn't tell you anything.

**Hon. Mr. Norton:** It tells you something.

**Mr. McClellan:** Your dollar expenditures have increased over this period of time but the level of service has decreased 20 per cent and 31 per cent, so what does that tell us? That just tells us the service is more expensive than it used to be.

**Hon. Mr. Norton:** In part, that would be a logical conclusion. I don't have the same breakdown in terms of the growth in the Health program over that period. We could see if we could get it, perhaps for tomorrow if you wish.

**Mr. McClellan:** Does the Health program provide homemakers' services?

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** Right, and it's been in effect since when?

**Hon. Mr. Norton:** The first year was 1975; 1975-76 was the second. The earliest data we have is for 1975-76.

**Mr. McClellan:** Can you get a measurement of the volume indicators of homemakers' services and nurses' services measured for homemakers in terms of hours of service and for nurses' services in terms of number of visits?

**Hon. Mr. Norton:** There would be an obvious attraction for those with short-term needs who would be eligible for the Health service to move to that service rather than go on the service offered through our program, because it's a free program, if you like.

**Mr. McClellan:** It's free. Yes, it is free.

**Hon. Mr. Norton:** When you look at the figures, you know it's not free, but at least from the point of view of the recipient, there is no direct contribution related to the service.

**Mr. McClellan:** It's provided on a non-welfare basis. It's provided on an insurance basis. It's provided as part of the health care service. There's no needs testing. There's no means testing.

That was precisely my next question. When are you going to rationalize homemakers' services and nursing services? We have two systems now: one run by your ministry and one run by the Ministry of Health. Yours imposes a means testing and the Ministry of Health's is provided as a matter of statutory right. Why should Mrs. Jones at one address have to pay for service and Mrs. Johnson next door receive the service free? Where's the equity in that?

**Hon. Mr. Norton:** I agree that there ought to be a rationalization. In fact, we have discussed that and it's not yet resolved. But I'd point out that the Health service, as I understand it—with the exception of the projects they have in chronic home care, which I believe they have plans to expand—is of a considerably shorter duration and sort of post-hospital care. I've forgotten the number of hours. Is it 80? Eighty hours maximum for homemakers and there's no such limitation of course, in ours. But I think that it is a desirable goal to rationalize these two.

Precisely how they will be rationalized is not yet determined. I toss out one idea. This is not to indicate that this is the way it might be but one might, for example, put them both on the same footing, or one might have the nursing component remain within the Ministry of Health and have our ministry assume the responsibility for homemaking, and for example, separate the two programs on that basis. But that's not been determined yet.

**Mr. McClellan:** What is the mechanism that has been established for sorting this one out?

**Mr. Anderson:** I hesitate to say that it takes the form of a task force. There is an interministry committee meeting between ourselves and Health on this particular subject. I'm particularly responsible for meeting with Dr. Boyd Suttie.

**Hon. Mr. Norton:** There's a subtle difference though, of course. You've got to bear in mind this is an interministerial task force, that's different from—

**Mr. McClellan:** I'm aware of all of the permutations and combinations of the generic task force. Do you have a timetable for completing your work, Mr. Anderson, and for making policy recommendations?

**Mr. Anderson:** I have a commitment to the minister to have that information available for him before the end of this current year—not the current fiscal year but the current calendar year.

**Mr. McClellan:** We'll await that with interest. There are a number of ways of ration-



alizing the system; yours is one model. I'm anxious for the elimination of means testing to the maximum extent possible, as you well know. I understand that Mr. Crawford has prepared a set of user charge guidelines that are referenced in the report of the provincial-Metro Toronto task force that I referred to earlier. The document is entitled, I believe, *The Alternative Care to Institutionalization Projects*. I wonder, since it has been made available to the task force, if it could be made available to the members of the committee.

Hon. Mr. Norton: Sure.

Mr. McClellan: Thank you.

Mr. Chairman: Ms. Gigantes.

[5:15]

Ms. Gigantes: I have some questions on those services. I have some questions I'd like to ask about the credit counselling program. Could I ask the minister whether the ministry receives evaluative information from these programs? I'm interested in such questions as the family income of most families that end up getting counsel.

Mr. Alfieri: Yes, we receive that information on a regular monthly basis and that data is contained in our regular annual report.

Ms. Gigantes: Do you also have any information about the level of education of the clients?

Mr. Alfieri: I don't believe we have information on that.

Ms. Gigantes: Let me suggest that it's an area that needs looking at. It's one I have raised in the estimates of Consumer and Commercial Relations. It is quite a concern of mine that loan agencies are giving out loans to families that have neither the education among their members nor the steady level of income to be able to take on debts of that size.

I think it should be a concern of this ministry to try to develop some regulations about the kinds of loans that companies like Avco can give and to whom they make them available. I have known personally of cases where people who are mentally retarded end up at the credit counselling services of your ministry because outfits like Avco are willing to lend money to them when there's no possibility that they're going to be able to repay it. I have known of families where the main income earner at the time debts were incurred had an education of grade eight. He went back to school and got grade eight once he got laid off, but the debts were there. He couldn't read.

These situations make me very angry. It seems to me there's a responsibility for your ministry, that ends up with the budget for counselling people like this, to try to work out, I'm sure through other programs of the ministry, some method of helping a family in crisis over debts of this kind. If they're lending money to people who can't read, they deserve to have somebody come after them with a whip and drive them out of the temple. I think this ministry has a responsibility to try to help the Ministry of Consumer and Commercial Relations do something it hasn't seemed able to do up to this point, which is to lay down some rules for these outfits.

I'm very agitated when I run across situations where people are buried in debts they didn't even understand they were undertaking.

Hon. Mr. Norton: I get very agitated about those situations as well. I don't know from our data specifically what the level of education would be in cases such as you describe. I don't know whether there would be any way we could get that information, other than perhaps to add it to our data collection request.

Ms. Gigantes: You certainly find out everything else about people when you do credit counselling, I'll tell you that. You end up with the most intimate family problems which have caused the matter to come to your attention. There's a total crisis in the family that ends with these people at the credit counselling doorstep. Very frequently the source of the problem, it seems to me, just in the few years that I've been around here dealing with these kinds of cases at my constituency office, is a totally unscrupulous moneylender.

Hon. Mr. Norton: I presume the type of thing you are suggesting be explored is something which would, I suppose, in legal circles be referred to as sort of "independent advice," so that somehow if a person were to seek a loan the onus would be upon the company to ensure that the individual understood the agreement he was entering into, advice by someone perhaps other than the loan officer in the company—

Ms. Gigantes: Yes.

Hon. Mr. Norton: —to make sure that if people couldn't read, at least they understood what the contents were.

Ms. Gigantes: Some of these situations, as I am sure you are aware, end up almost into the category—I can't remember what you call it in the street language, but it is like loan sharking. It becomes almost like that

because people simply have no idea what the implications are.

**Hon. Mr. Norton:** I don't know of any specific activity there is within the jurisdiction of this ministry but it certainly is something that I can take up with the Minister of Consumer and Commercial Relations (Mr. Drea).

**Ms. Gigantes:** Well, it is not within your ministry but it is something I think your ministry has a responsibility for trying to co-ordinate.

**Hon. Mr. Norton:** I think the current very aggressive Minister of Consumer and Commercial Relations might well be interested. I will discuss that with him when he is finished.

**Ms. Gigantes:** I suggest you are right. I am very hopeful you are right. That is why I urge you forward at this moment.

**Hon. Mr. Norton:** Especially when he has finished his first round of the bars.

**Mr. Blundy:** I note on page 82, purchasing of counselling services from family service agencies and so forth, there is a vast difference in the numbers between the 1977-78 estimates and the 1977-78 interim.

Is there some explanation for that? Was there a great deal less money spent in that way, or what is the explanation? I note that in the 1978-79 column it is up again, which I think is commendable because the getting into debt of many people in the province is becoming alarming, I think. Can you explain that change in the 1977—

**Hon. Mr. Norton:** The explanation is a cash flow explanation and perhaps I should ask Mr. Alfieri if he would explain that?

**Mr. Alfieri:** Yes, Mr. Chairman. That amount includes a grant to the Ontario Association of Family Service Agencies. The grant was initially paid in 1976 but because of the difference in the fiscal years—our fiscal year and theirs—the money found itself in the previous year, so the money for the following year will be paid out of next year's allocation. Even though in the books there appears to be a discrepancy, it was just a discrepancy in relation to our costing allocations. The funds continue to the agency on a regular basis. That was a \$300,000 grant to the Ontario Association of Family Service Agencies.

**Mr. Blundy:** So you are really saying that there has not been a reduction in counselling service money; it is still going on at the same rate, not greater or not less?

**Mr. Alfieri:** Yes, sir.

**Mr. McClellan:** Is that for direct service?

**Mr. Alfieri:** That is a grant to the association for distribution to its member agencies for the provision of direct service.

**Mr. Blundy:** And then the estimate that is shown for 1978-79 of \$667,400, that is expected to be expended in this type of service to people in this fiscal year?

**Mr. Alfieri:** Yes, sir. Even though there seems to be an interruption in the flow of funds, there was no actual interruption to the agencies of funds to them.

**Mr. Blundy:** Thank you.

**Mr. McClellan:** There was one point I wanted to raise with respect to our discussion of bringing about a series of legislative changes to the Elderly Persons Centres Act and providing a home support services act and rationalizing homemakers' services and nursing services.

You had indicated that you didn't feel that you could proceed around the development of what I have been calling a comprehensive geriatric care system because of the cost implications or because of the problem of constraints and resources.

**Hon. Mr. Norton:** What I intended to suggest was that the time of the proceeding and the rate at which we would be able to proceed would be influenced by the available resources.

**Mr. McClellan:** The point I wanted to bring to your attention is that the task force has made a series of recommendations around providing at least a statutory base for structuring a co-ordinated care system which does not involve additional expenditures. In fact, on page 19 of the task force report, in table three, their summary of cost projections—and the cost projections were done by a member of your own ministry from the management and financial services branch—the additional cost is zero.

**Hon. Mr. Norton:** Those measures would not be inhibited by lack of resources, presumably.

**Mr. McClellan:** Then that nullifies all of the objections you were making in earlier arguments, it seems to me.

**Hon. Mr. Norton:** No. You also included, if I recall correctly in your statement, the changing of the funding structure for elderly persons centres. I presumed, maybe incorrectly, that you meant an enriched funding. You also made reference to what I thought was more comprehensive services which I anticipated would involve additional resources. If I were incorrect in that—

Certainly in terms of the kinds of measures you suggest, in terms of providing



merely a legislative framework, if it were decided that was the direction in which to move and there was no additional cost, that would not inhibit us. But where we would have to bear in mind what resources were available in terms of any enriched funding—

**Mr. McClellan:** I had thought you were arguing against the matter on principle.

**Hon. Mr. Norton:** No, no.

**Mr. McClellan:** You are quite correct about my not agreeing with the dollar constraints in this area. I don't see that inhibiting you from at least dealing with the structure of services, and I hope that you will. That's the only point I wanted to make.

**Hon. Mr. Norton:** I want to make it clear that I wasn't talking so much in terms of dollar constraints—the word “constraints” it seems to me—

**Mr. McClellan:** I don't like that word any more than you like the words task force.

**Hon. Mr. Norton:** It implies to me a conscious act of decision to hold back. What I am really referring to is not a question of constraint, but the question of the availability of funding for growth in some of these areas.

**Mr. McClellan:** Growth is constrained, then.

**Hon. Mr. Norton:** Perhaps by perfectly natural means. If you look at the state of the economy in which we are living today, there is a limit to which one can expect growth to take place if you have the gross national product growing at a rate of less than four per cent.

**Mr. McClellan:** Let's not get into it. I'll simply—

**Hon. Mr. Norton:** But I hope you understand my point. I'm not talking about some arbitrary decision on the part of some Treasurer, or perhaps all Treasurers in this country, that they are going to put the boots to certain programs. That's not what I'm referring to. It's a question of facing the reality of the economic situation and determining what we can afford to do in this particular period of time.

**Mr. McClellan:** That's your version of it. I may prefer to characterize it as a deliberate policy of cheapness.

**Hon. Mr. Norton:** If that's the case then perhaps you should relate it to the total economy and suggest that everybody is cheap these days, because there is not enough economic activity to generate growth at a greater rate than less than four per cent.

**Mr. McClellan:** It is a question of priorities. It is a question of the total allocation of

gross provincial product into this sector, and we disagree pretty fundamentally around that. So let's just leave it at that.

**Hon. Mr. Norton:** I would like to discuss with you sometime at what point you draw the line in terms of—on the one hand if one wants to generate activity in the economy that hopefully creates more employment, and you have a rate of growth in the economy of something less than four per cent, presumably some of the growth has to be capital-creating in terms of new employment.

[5:30]

If you at the same time grow in all areas of government expenditure at a rate in excess of seven or 10 per cent, you are going to be going backwards in terms of employment it seems to me. I think that somehow in our heads, collectively, we have to sort some of those issues out. I don't think we can have it both ways. You can't suck and blow at the same time, as the expression is.

**Mr. McClellan:** I don't intend to get into a discussion of approaches to the economy in these estimates.

**Hon. Mr. Norton:** But that's a relevant issue, surely.

**Mr. McClellan:** If you believe that squeezing funds out of social services is somehow going to induce the private sector to invest economic development capital in this province through the magic means of market forces, as far as I'm concerned that's your problem.

**Hon. Mr. Norton:** I'm not talking about squeezing money out of social services at all. What I'm talking about is something that is as simple as saying, if you're talking of a family who wish to acquire some needed appliance, say a dishwasher, that if at this point in the life of that family they can't afford to acquire that dishwasher, you're not taking anything away from them. You're not squeezing something out of them. You're simply saying, or the family may be saying, “Well, we can't afford it right now. We'll have to plan to do that next year, instead of this year because the resources are not available within our means at this point to do it.”

There's a difference between squeezing it out and holding off a bit until you can afford it, until the resources are there. It's just the rhetoric, the terminology that you use that is a little—well, I was going to say misleading, but I'll say confusing, that's more parliamentary.

**Mr. McClellan:** I'm sorry if you find it confusing. After five years of social service—



**Hon. Mr. Norton:** I know what you're trying to say but you don't want to say it.

**Mr. McClellan:** After five years of social service constraints, we know who's hurting and who's suffering. And the hurt and the suffering is in the social service sector in this province. And that's just an objective reality.

**Hon. Mr. Norton:** I think on that point you'd have to look at the total picture and see it relative to other policy areas, what has happened in terms of expenditures. I could show you ministries in other policy fields where there's not only been what you might call constraint, but there's been an absolute reduction in allocation of funds for various programs. Speak to the Minister of Transportation and Communications (Mr. Snow), for example, and his concern about the state of the highways in this province, and those kinds of things.

To say that this ministry or this policy field has been in any way singled out is really quite erroneous. The greatest growth of expenditure in this province in the last number of years, has been in the Social Development policy field. It's not been sacrificed. There might have been those, not necessarily in government, who would have advocated it, and we hear them from time to time. In fact, one of them spoke in my riding a few weeks ago and I held up the headlines when I was sitting here, a person who advocated the government should be slashing spending and singled out the social field.

**Mr. McClellan:** Name names, don't be shy.

**Hon. Mr. Norton:** That has not happened in this province over the last number of years and in fact, great sacrifices have been made in other ministries in terms of hard services, in order to sustain the Social Development policy field through some rather difficult economic times.

**Mr. McClellan:** Well, we will simply disagree.

**Hon. Mr. Norton:** Look, the facts are the facts. You can disagree, but good God, man, look at the facts.

**Mr. McClellan:** The facts are that the day-care program has come to a complete halt in terms of expansion. The fact is that income maintenance allowances have not been adjusted to keep pace with the cost of living. The fact is that visiting homemakers' services have declined in absolute terms over the last five years. I can go on and on, and I have in the past, but I don't propose to take up—

**Hon. Mr. Norton:** I'm sure you will again.

**Mr. McClellan:** —the time of the committee to deal with an extraneous argument

at this time. I will simply say that we disagree.

**Hon. Mr. Norton:** All right. But you must also make a distinction between maintaining service in terms of rates and expansion, and if you're talking in relative terms as I thought you were when you said that this area of government service was being squeezed, relative to other policy fields, if you look at the total picture, I think you will find that that is not factually accurate.

**Mr. McClellan:** We continue to disagree. You go ahead, Paul.

**Mr. Chairman:** I was just going to say to the committee that this debate is taking the form of a circle. I don't think we're really getting anywhere. Perhaps we can move on.

**Mr. Blundy:** I just wanted to add one little bit more to the circle. I'm referring to a very penny ante item in the budget, for instance, a \$25,000 grant to the Victorian Order of Nurses.

The reason I refer to that is this: I was present at the municipal council meeting when they were struggling with their budget in the early part of this year, and they had a delegation from the Victorian Order of Nurses. They were pointing out the increased demand they had for nursing services. They pointed out the increased cost of nursing salaries over the last five years. They pointed out the cost of the automobiles, the gasoline and so forth which are their kind of expenditures.

They also made a very, very good point about how they were keeping 17 elderly people in their homes instead of putting them into a chronic care hospital or into a hospital and thereby saving the province a great deal of money.

I just happened to spy this little \$25,000 item right across the page—1975-76, 1976-77, 1977-78, 1978-79. I know it's penny ante money. It's a small amount of money, but it is helping to defray an expense in the municipality that is saving the province a great deal more money in chronic care beds or even general hospital beds. So what has happened?

What has happened is that at that council meeting the council granted money out of the property tax to continue to give more money to the Victorian Order of Nurses. This is the sort of thing I am referring to in the expenditures of your ministry. I know this is a very small example of it, and I think it's what the member for Bellwoods was talking about, too.

The need for these services is growing and the cost of providing them is growing.

There isn't a similar amount of increase to share those costs, which are growing every day.

**Hon. Mr. Norton:** The \$25,000—

**Mr. Blundy:** I don't expect you to justify the \$25,000. It's really just a miserable little grant, but it's—

**Hon. Mr. Norton:** At least you're more modest than C. D. Howe was.

**Mr. Blundy:** I just wanted to point out what municipalities were having to undergo. The municipalities are picking up the slack.

**Hon. Mr. Norton:** That \$25,000 grant though, is merely a grant to the head office to the Victorian Order of Nurses to assist them with some of their administrative costs.

**Mr. Blundy:** Are there further grants for the individual groups?

**Hon. Mr. Norton:** We don't make direct grants for the service to the Victorian Order of Nurses. What we do is fund through the municipalities for this service up to 80 per cent. The increased allotment you referred to, that the municipality made from local taxes—

**Mr. Blundy:** So they made only 20 per cent of that amount?

**Hon. Mr. Norton:** —would be 20 per cent from municipal sources and 80 per cent provincial contribution. On page 83 at the top is "homemakers' services" and then the next is "nurses' services." You can see the average cost increase since 1971 in terms of nursing service. In fact it has almost tripled. It's true that the costs they incur are going up, but then so have the levels of payment made in that period of time.

**Mr. McClellan:** The level of service has gone down over the same period. That's the table that precisely shows the decrease in volume of service.

**Hon. Mr. Norton:** Again, you have to see it in the context of the Health home care program and hopefully we'll be able to have some—

**Mr. McClellan:** Yes, hopefully we will see that.

**Hon. Mr. Norton:** —some data from the Ministry of Health. Well, we produced our data. We will just see if Health can produce theirs.

**Mr. McClellan:** Yes.

**Hon. Mr. Norton:** You are getting in good humour as supper approaches. I tend to get bitchy as my blood sugar declines.

**Mr. McClellan:** I wanted to ask as a final issue on this item about the public transportation program for the disabled. We had

a discussion during the last estimates in 1977-78 of this issue and I had asked the minister to consider expanding the program so that public transportation through the Wheel-Trans program was available to the physically handicapped—not just during working hours but leisure time hours as well. That's been something of a cause célèbre, I guess, within the community of handicapped people and people who are working in support of handicapped people.

I firstly want to express real disappointment that no action has been taken on that and to ask you whether there are plans to expand the service so that it isn't simply limited to jobs and school. It should also take into account the reality that handicapped people are entitled to the same normal social and community life as anybody else and they are entitled to the same public transportation facilities as anybody else. They should have, as a matter of natural right, access to transportation services that are available on the same basis as the normal transit system.

**Hon. Mr. Norton:** I think all of those concerns you have cited on the availability of transportation to the physically handicapped are recognized by us, and a lot of work has been put into developing a plan, principally by the Ministry of Transportation and Communications. The pilot projects that have been in operation have run out. In fact I guess they officially ran out October 1, and I think they have been extended now until the end of this calendar year. Before the end of this calendar year I expect that the Minister of Transportation and Communications will be announcing the plan that has been developed.

**Mr. McClellan:** Would he be planning to announce it at the open forum that is being held in November?

**Hon. Mr. Norton:** I don't know of which open forum you are—

**Mr. McClellan:** The Ontario advisory council on the handicapped is holding an open forum to permit an opportunity for handicapped people to raise issues and concerns to the council. That might be an appropriate time for the government to announce its intentions with respect to a comprehensive public transit service for the handicapped.

**Hon. Mr. Norton:** You have a very good sense of timing but I am not sure whether the Minister of Transportation and Communications has that in mind or not.

**Mr. McClellan:** I am sure your officials know about it and I hope there will be good representation from the ministry at this conference. The issues that I raised in the course



of these estimates with respect to transit and allowances and living facilities will be raised by handicapped individuals and groups representing handicapped people themselves in a much more compelling way than I can ever deal with them. If it's possible for you to spend some time there too, I think it would be helpful to you.

We will await the announcement from Snow as we are awaiting so many other things.

**Hon. Mr. Norton:** You anticipate being snowed, is that—I shouldn't have said that. That wasn't very kind.

**Mr. McClellan:** That's going to come back to haunt you.

**Mr. Chairman:** Shall we include that in our report?

**Hon. Mr. Norton:** Could we strike that from Hansard, perhaps by motion, Mr. Chairman?

[5:45]

**Mr. Chairman:** Shall item 3 carry?

Item 3 agreed to.

Vote 2802 agreed to.

On vote 2803, developmental resources program; item 1, program administration:

**Mr. McClellan:** I wonder if this would be an appropriate time to adjourn, before we get into the vote.

**Mr. Chairman:** I can appreciate that facility services would certainly consume considerable debate. I wonder if we can pass the program administration.

**Mr. McClellan:** We agreed to pass item 1.

**Mr. Chairman:** Are there any comments on program administration?

Item 1 agreed to.

On item 2, facility services:

**Mr. Chairman:** On facility services, we only have 10 minutes to go.

Do you have some comments, Mr. Blundy, in respect to facility services?

**Mr. Blundy:** No, I don't believe I have.

**Mr. McClellan:** I'm in the awkward position of not having my material with me.

**Hon. Mr. Norton:** Ah, that's why you wanted to adjourn.

**Mr. McClellan:** To be totally candid, I would have appreciated the opportunity to adjourn.

**Hon. Mr. Norton:** Why not just give us 10 minutes on the clock and we'll all go?

**Mr. McClellan:** I expect us to move through this vote with unseemingly rapidity and as well through children's services. As I said earlier

to the chairman, I don't expect us to use the 21 hours because we have spent a full month on a daily basis on children's services. I don't propose to go over matters we've already dealt with exhaustively in the social development committee.

**Ms. Gigantes:** Could I ask a question with regard to this vote? Is this the proper place to be asking about the structure of funding for programs developed for handicapped children other than mentally retarded children? Where should I be asking that kind of question?

**Hon. Mr. Norton:** In this particular vote, the developmental resources branch deals only with services to the mentally retarded. But the deputy minister has suggested that because of the breadth of the act, although this branch deals with that, it might also be the appropriate place to deal with your concern.

**Mr. Chairman:** Would you care to do that, Ms. Gigantes, in the remaining time, bearing in mind that Mr. McClellan does have a problem? Having been caught in that situation myself, I can fully appreciate it.

**Ms. Gigantes:** I've been in conversation with Mr. Carman on one aspect of the question I'd like to bring to the minister's attention. That has to do with a proposal made out of the Ottawa area by Ottawa Asphasic Homes Limited for the development of a residential facility. They were told by the ministry to go back to the local committee—I can't remember the name. What do you call that local committee?

**Hon. Mr. Norton:** The district working group.

**Ms. Gigantes:** The district working group. With the help of a Community and Social Services person in the Ottawa area they did just that. They discovered—and it was also her judgement—that the working group really was not in a position to be able to give anything near an adequate assessment to this kind of project because it didn't have the background yet in the area in question.

They were sent back to the ministry with the proposal. At the ministry they could discover neither which section of the ministry should be dealing with the proposal, nor could they get any assurance of the fact that though their submission had been made and completely documented earlier in the year and had not received priority, it would be put back and recycled on a priority list somewhere in the future.

I talked to Mr. Carman about that. I know he's aware of my concern and had briefed himself on that particular problem. But it



concerns me that in the process of the re-organization that's going on and the business of setting up the local working groups that groups such as those interested in trying to develop services for people who are handicapped other than by mental retardation are going to be lost in this flow as things come to settling down within the ministry.

In a general sense I'm concerned about that. We may sort out the problem with that one specific project, but there must be a heck of a lot of other projects in Ontario that are getting flushed through in the same way and ending up with local volunteer groups expending a lot of energy and a lot of effort in putting together, as well as they can, the documentation that the ministry would need, and then just never knowing where they should be taking the stuff.

**Mr. Carman:** The district working groups were set up originally on the interest of people who had as their primary concern mental retardation. They are voluntary groups; the only financial support the ministry provides is some out of pocket expenses. We have met with the chairmen of the district working groups recently, twice this year. We are having another meeting with them next month. I have certainly raised with them—the staff of the ministry has raised with them—the question as to whether or not their function might well be broadened to include all of the developmentally handicapped.

Because of the fact that they are voluntary groups, we have been reluctant to impose this added responsibility on them. It has been a question of asking them if they would be prepared to accept a wider mandate in the whole area of planning in establishing priorities for the developmentally handicapped in the community.

You are quite right that at the present time they are only looking to priorities and long-term plans for the mentally retarded. However, it is our view that the groups could be very helpful to the ministry in looking at that broader developmentally handicapped area and examining priorities right across the whole piece.

**Ms. Gigantes:** Why was this group told to go to the local working group, if that is the case that it is well known in the ministry? Why did the ministry advise them to go back to the local working groups? It wasted months, and it confused them.

**Mr. Carman:** I think I would have to ask the persons involved in directing the request back for the specific reason. I would suspect it was felt that perhaps the district working group would look favourably upon the re-

quest from the group that you have mentioned and would indicate that this should be seen favourably in the ministry's priorities.

**Ms. Gigantes:** I hope this is not happening to all kinds of other groups who are in the same situation. I know of one specific case that happened to come to my attention. I hate to think that there are dozens of groups out there in Ontario which have been told to go back to working groups, which are not really competent at this stage in any case to deal with them.

**Mr. Carman:** In this particular instance, that is why I was particularly interested in having the submission sent to me. Under the circumstances, particularly as you explained it to me, with some adults and some children, and the fact that it clearly wasn't a mentally retarded problem but broader than that, I felt that it would be better to examine it in all of its aspects and send it to both the children's and adult groups and have the matter considered on the basis of the priorities that we're structuring for 1979-80.

**Ms. Gigantes:** I am satisfied by your commitment to review that project, but I think it might be important for the ministry to take a look at the other projects that went initially to the ministry, to see how many of them were advised to go back to local working groups which could not handle them, and which are now lost. I know it is difficult when you are in a period of change, but I am worried that it has affected more than this group.

**Mr. Capps:** We could double-check it but to my personal knowledge very, very few proposals have ever been directed to a district working group in respect of the developmentally handicapped, other than the mentally retarded. On one particular occasion there was an autistic program which came to us. We suggested that they try the district working group. The district working group in their particular area in fact supported that particular program and it is going forward, as far as I am aware, although I think there are still some final details to be worked out. It just happened that that particular district working group did say, "We're not sure whether we have the competence to look at this particular program," so it is not widespread, Mr. Chairman.

There is one other group which has gone to district working groups and that's the cerebral palsied handicapped people. That is being dealt with sometimes at the ministry level because we recognize the difficulties associated with it.

**Mr. Chairman:** Thank you, for the purposes of Hansard, Mr. Capps.

**Ms. Gigantes:** Mr. Chairman, I have one other question in the same area. There is a program being developed now in Ottawa with the co-operation of the same group as a kind of umbrella organization, but involving a group called the parents of speech-delayed children. Their proposal involves a school program in association with a private school, a Montessori school. There was hope that the funding would be to 80 per cent as with identifiably physically handicapped children, and my understanding is that that decision

is still pending. Can you give us some indication, Mr. Minister, of what you intend in terms of funding for such programs?

**Hon. Mr. Norton:** I am not personally familiar with where that is at the moment and nor are the people from developmental resources. It probably is being dealt with in children's services.

**Ms. Gigantes:** Okay. I should be asking it then, thank you.

**Mr. Chairman:** This is an appropriate place to halt and we'll reconvene tomorrow at two.

The committee adjourned at 6:01 p.m.

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 McClellan, R. (Bellwoods NDP)  
 Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)  
 Rowe, R. D.; Acting Chairman (Northumberland PC)  
 Sweeney, J. (Kitchener-Wilmot L)

### From the Ministry of Community and Social Services:

Alfieri, D. A., Director, Municipal Welfare Consulting Branch  
 Anderson, J. G., Assistant Deputy Minister, Social Resources  
 Capps, P., Executive Director, Mental Retardation Community Programs Division  
 Carman, R. D., Deputy Minister  
 Crawford, L., Director, Senior Citizens' Branch—Office on Aging  
 Crichton, P., Director, Rehabilitation Branch











# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**Second Session, 31st Parliament**

Wednesday, November 1, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 1, 1978

The committee met at 2:11 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2803, developmental resources program; item 2, facility services:

**Mr. McClellan:** Before we start, I had asked the ministry if it could get some figures relating the statistics shown on page 83 for homemaker services and nursing services in the Ministry of Community and Social Services to equivalent figures for the Ministry of Health. I wonder if the ministry had a chance to do that.

**Hon. Mr. Norton:** We have some figures from the Ministry of Health. I am just checking to see if they are in exactly the same form as ours or whether there is going to be some further confusion.

**Mr. McClellan:** You don't have a copy of that?

**Hon. Mr. Norton:** I don't know whether there is another copy around, but if not we can get you one.

In 1975-76, the hours of service for homemakers were 900,310 hours and the cost was \$2,700,931. In 1976-77, there were 865,865 hours and the cost was \$3,463,460. In 1977-78, there were 1,054,200 hours and the cost was \$4,743,895.

In the case of nurses, in 1975-76, in terms of visits as opposed to hours, there were 538,878 visits at a cost of \$6,112,634. In 1976-77, there were 650,748 visits at a cost of \$7,483,601. In 1977-78, there were 690,524 visits at a cost of \$8,286,284. I hope that information is helpful.

**Mr. McClellan:** Yes, it is. Thank you. I want to open up on some of these services, if I could.

**Mr. Blundy:** I just want to get back on a point, if I could. On page 91, under facility services, item 2, the second-to-last paragraph talks about increased involvement in community programs by expanding facility services into the community, special annexes, group homes, core residences and special support services. Then if you go over to page 101, the chapter on homes for retarded persons, I want to look at that.

One of the things that is mentioned is construction delays and zoning difficulties in some areas. I know that other municipalities have had problems. We have had two long-standing problems with zoning for group homes: one for adult retarded and one for children with learning disabilities and so forth, the day-care thing. These things are very difficult to resolve and I think the people who are planning these homes are trying to put them in a residential area because that's where they believe they belong.

[2:15]

Is the government planning to do something to try to make this more easily done, to smooth things over? Is the government going to pass some legislation? Are you involved in it in any way? I see a very good thing having a heck of a tough time being accomplished because of zoning problems. I've seen it twice in my own municipality within the last year.

What are your feelings and the feelings of the government about these matters? I know you can't very well just tell them they have to do it, but what are you going to do to encourage it?

**Hon. Mr. Norton:** I think the position of the government, and particularly this ministry, has been made clear, both in statements I have made in the House and in communication I have had with municipalities across the province—the zoning provisions in some communities are clearly inadequate and the only appropriate place for residential accommodation for the mentally retarded or for children in group homes is in residential areas.

**Mr. Blundy:** Right.

**Hon. Mr. Norton:** It's a problem that's not by any means limited to your community. It's a problem that has not yet been resolved in my own community.

Some of the staff of the ministry worked closely with the committee of the council of the city of Toronto in the development of their bylaw, offering advice and input, and that bylaw is a fine model applicable in other communities across the province. In fact, it is under active consideration in some other communities across the province.

It permits the establishment of group homes in all residential areas and it includes a provision which could be variable from community to community relating to the density of the establishment of group homes, which is a worthy consideration. Those of you from the Toronto area particularly know on a larger scale what has been experienced in communities elsewhere. Often, when zoning permits a more limited distribution of group homes, there is a tendency to concentration, which is not necessarily desirable from the point of view of the residents of group homes and it creates concerns in the community as well.

What am I doing? So far, I've been trying to exert some persuasion in municipalities. I have corresponded with municipal officials where problems have arisen, encouraging them to review their zoning, pointing out the approach here in Toronto, which seems to me to be a very desirable approach. It could be adapted for other communities.

At this point, because it appears that progress is being made, I have not contemplated any further steps. A legislative approach on the part of the province should be taken only if it appears that municipalities are simply closing their doors to certain groups of handicapped people or children. That doesn't appear to be the case at this point.

The reverse is true. Gradually they are becoming more aware of the needs of these people and are recognizing that like everyone else they have a basic human right to live within the community in a residential accommodation that's in a residential area and not be relegated to commercial districts and industrial areas.

**Mr. Blundy:** I'm glad to hear your feelings on the matter. It is a shame, some of the problems we've had, although many people are turning around on that situation and are looking at it in the way you and I look at it.

**Mr. McClellan:** I intended to raise that issue under item 3, but I'll come back to that one when we get to community programs.

I want to raise a couple of questions with respect to facility services.

I note in the annual report a statistical table on page 11 entitled Movement of Population in Schedule I Facilities for the Mentally Retarded. One of the things that puzzles me is the large number of admissions to schedule I facilities—1,364 admissions in 1977-78—and there are equivalent figures for discharges.

What I would like to know is whether we can have some breakdown of those statistics either now or subsequently, if they're not available now. I would like to know

how many of those admissions are children going into places like Huronia, CPRI, Smiths Falls and the other large institutions. Maybe I labour under a delusion but I had thought that admissions were closed, at least with respect to children. Maybe I'm wrong.

**Hon. Mr. Norton:** Of course, in places like CPRI—

**Mr. McClellan:** Let's leave aside CPRI, because I understand the unique features of that facility. What is the breakdown of the numbers of children going into institutions other than CPRI? Perhaps you could answer that first.

**Hon. Mr. Norton:** I am just seeing if we have that information here.

**Mr. McClellan:** Do you have it in terms of a percentage of the total?

**Hon. Mr. Norton:** We don't have with us information on percentage terms, nor do we have it broken down between children and adults in this information. We're still checking to see.

**Mr. McClellan:** What's the staff estimate of either the numbers or the ratio of children who were being admitted during 1977-78?

The other thing I would like to know is, if there are children being admitted, what is the average length of stay? Are they going in and out? Are they going in and then being quickly placed in schedule II facilities or other community-based facilities? Are they just continuing to be incarcerated in these places?

**Hon. Mr. Norton:** We're still checking for the specific information, but the length of stay probably would be influenced, at least in part, by the severity of the handicap.

**Dr. Farmer:** Maybe I could make a comment, Mr. Chairman. We're trying to find the specific figures. We have them somewhere in our book here.

In general terms, the admissions into schedule I facilities are tending to be older and more difficult to handle and probably more seriously retarded. The numbers of children are declining other than in terms of the parent relief programs that we've mounted, and those are fairly substantial. On that basis, the number of children in the facilities is declining as time goes by.

We're now running, in both schedule I and schedule II facilities, with approximately 1,900 children under the age of 18. We would anticipate that in three or four years, in accordance with the current trend, that will be down to somewhere near 400. The majority of children are not being admitted now unless there is some specific reason why



they can't be cared for in a residential setting in the community. The numbers are drifting off and, I think, appropriately so.

**Mr. McClellan:** When you say there are 1,900 children in schedule I and schedule II facilities, what would be the number in schedule I facilities?

**Dr. Farmer:** About 1,300, and about 500 to 600 in the schedule II facilities.

**Mr. McClellan:** Do you have any idea of the average length of stay of those 1,300 children? I understand that some of them are admitted as part of the parent relief program.

**Dr. Farmer:** Oh, yes. Those would be turned in a period of three or four weeks.

**Mr. McClellan:** They would be shown within that population of 1,300?

**Dr. Farmer:** That's right.

**Mr. McClellan:** I'm sure you're aware of the number of children who are still in the large Ontario Hospital schools for the retarded who have been there for a substantial period of time, not as part of the parent relief but as part, if you will, of permanent incarceration.

**Dr. Farmer:** I would think that out of the 1,300 in the schedule I facilities, a sizable number of those would be in the governmental or what we used to refer to as the medical nursing units and they will probably be remaining in the facilities for many years to come. They are seriously handicapped with multiple physical handicaps as well.

**Mr. McClellan:** Why is it not possible to accommodate that population in smaller facilities?

**Dr. Farmer:** It is, and some of them are moving into what we call core residences in the community. The vast majority of turn-over in the younger children would be in the educable group which are returning into community living and carrying on their educational studies in the community proper.

**Mr. McClellan:** There still are children who are going into schedule I facilities, staying there for a period of time and then going into schedule II facilities.

**Dr. Farmer:** No, they would go the other way around as a rule. If they are children they would probably enter the schedule II facility and then graduate into the schedule I. The schedule IIs, primarily, or at least traditionally, always took the younger children.

**Mr. McClellan:** Well, I really would like to have a detailed statistical description of the population of both schedule I and sched-

ule II facilities, and I realize that you can't pull that together on the spot. I am sure that the material is available and I would be grateful to receive it. Again my concern is that we should move away from schedule I facilities, as you well know, as quickly as possible. If you can achieve the target, that would be very good indeed.

What is happening to the staff ratios within the schedule I facilities? Concern is being expressed to me by the Ontario Association for the Mentally Retarded, notwithstanding the fact that the overall population is declining in schedule I facilities, as you move increasingly towards alternate forms of care, that there is deterioration in the patient-staff ratios in schedule I facilities. Do you have regulations governing patient-staff ratios within schedule I facilities? If so, I wonder if those could be shared with us.

**Dr. Farmer:** Yes, we do, if I may answer that. We try to follow as far as we possibly can the American Association of Mental Deficiency standards for staffing. Those booklets are available, and I would be glad to make one available to you. They outline, primarily, the kind of staffing that is required in the direct care areas. We have converted that for our purposes to hours of care per resident per day. We follow those as religiously as we possibly can. In my opinion—and I have written many letters on this—we have adhered tenaciously to those standards for the last four or five years. It is true that there is some release of staff from some of the larger facilities as the residential count goes down, but as the population of the facility goes down we reduce the direct care staffing in accordance with that and in proportion so that the staffing standard remains the same.

**Mr. McClellan:** Why were the number of beds in the Cochrane-Timiskaming centre expanded to 100 beds?

**Hon. Mr. Norton:** In so far as it is possible, the objective has been to provide for the care and accommodation of the many retarded residents as close as possible to their place of origin or family, if they have family in the community.

[2:30]

It was known to us that there were a number of residents of places like Huronia and Rideau Regional Centre who were from places in northern Ontario. They were there in many cases beyond reasonable regular visiting distance from family. Since the spaces were there it seemed to be an appropriate place, since the basic services were in place, to expand—double in this case—

the number of residents who could be accommodated.

That was done with a view to moving people from places like Rideau and Huronia closer to their families.

**Mr. McClellan:** The intention, though, is to move people through the facility, isn't it? It's a schedule II facility, isn't it? The idea is to move them through that facility and into community places.

**Hon. Mr. Norton:** Those for whom that would be appropriate, yes. There are some residents, quite a few in fact, for whom community living, if you mean in a group home, might not be appropriate.

**Mr. McClellan:** The only other thing I would like to ask the minister about at this time has to do with the number of cases of abuse involving assault that the minister is aware of and that are presently before him. I'm referring to those before him either by virtue of proceeding through the criminal justice system or by virtue of having gone through the criminal system and being now somewhere in the grievance process. I wonder if you would identify each of those cases that are before you now.

**Hon. Mr. Norton:** Yes. In addition to the Johnston case, there are currently two cases at the Rideau regional centre, one of which has already led to a conviction in criminal court. It is my understanding that we have now received notice of a grievance in that case.

In the second case at Rideau, I believe criminal charges have been laid. To the best of my knowledge the trial has not commenced. I am not aware that we have any indication of a grievance in that case yet. I'm sorry, that employee is on suspension; he has not at this point been dismissed.

**Mr. McClellan:** A grievance hasn't been filed yet?

**Hon. Mr. Norton:** Apparently a grievance for the suspension has been filed, but not any dismissal.

There is a third case at Northwestern in Thunder Bay where the employee has been dismissed, I believe, at this point, and criminal charges have been laid by the Thunder Bay police. I believe that we have just since yesterday been notified of a grievance initiated as a result of that case.

**Mr. Lewis:** Have charges been laid yet in Thunder Bay?

**Hon. Mr. Norton:** I believe two charges have been laid; two charges of assault.

**Mr. McClellan:** And the trial hasn't been set yet?

**Hon. Mr. Norton:** Not to my knowledge. Those are the only cases at that stage. There are other incidents under investigation but not advanced to that stage.

**Mr. McClellan:** Who is doing the investigation?

**Hon. Mr. Norton:** In each case the investigations are carried out in accordance with the directive which we sent out in June of this year. Basically that was simply putting in print what we had established as policy prior to that. The initial requirement is that in cases of alleged abuse they be reported and that there be an internal investigation immediately—in fact it goes so far as to indicate that those persons on duty at the time don't leave the shift until that stage is completed. If it is found that there is anything to substantiate the allegation, the case must be then reported to the police for their investigation. So in each case there may be various stages—I must say the time lapse is not great. The response I think from staff has been very positive.

**Mr. McClellan:** Could you indicate to us—without identifying them obviously—how many incidents are under investigation at this time and at what stage of investigation they are at, whether they are internal investigations or police investigations? I just want the numbers.

**Hon. Mr. Norton:** I am not sure that I have that information. In some cases there would be more than one at a given facility. I am aware of four investigations in addition to the ones I have mentioned that are under way at the present time. I believe that the police may be involved in one of those four.

**Mr. McClellan:** You are not sure?

**Hon. Mr. Norton:** Yes, I am sure and I would rather not be asked the details if you wouldn't mind at this point.

**Mr. McClellan:** Do I take it that at this point you are unwilling to identify the facilities?

**Hon. Mr. Norton:** I would prefer not to if you don't mind, especially in the case where there is some involvement on the part of the police at this point. It's not that it's a secret police operation or anything like that.

**Mr. McClellan:** I can understand your concern. But there are four investigations under way, and I can assume from what you say there would be a police involvement in one of those four.

**Hon. Mr. Norton:** That I'm sure of, and apparently in the others—to our knowledge—the police have not yet conducted their investigation.



**Mr. Blundy:** What is the incidence in the past of abuse cases? Have you got any kind of figures on that? Past cases, not current.

**Hon. Mr. Norton:** I honestly don't know. Dr. Farmer indicates that there has been evidence of cases of abuse sporadically in the past. I think it's reasonable to assume there have been cases in the past. I don't assume this is a new phenomenon. I hope our policy is clear and that staff are more willing than perhaps they might have been in the past to report cases they observe. The standards we expect in those facilities may be more clearly spelled out. I would hope also they would have some sense of assurance that where they do report cases the follow-up is such that they feel they are being supported in their efforts to maintain those standards.

**Mr. Lewis:** Mr. Chairman, may I just ask a question on the information which the minister gave? Mr. Minister, if memory serves me, there's a process here: First the allegation of abuse is made; then there is an internal hearing at which the staff member is confronted with the allegation of abuse; then if the allegation is confirmed it automatically goes to the police. In the case of the three that are under investigation now, are they merely allegations of abuse or have they reached the internal point where the staff of the institution and others are confronting the alleged abuser with his or her misdeed?

**Dr. Farmer:** In the one particular instance where the police are involved, there has been a continuing investigation going on now for some time. It deals with a number of related suggestions from some people who have terminated employment and have made some allegations. So there is an investigation going on in a more general fashion in terms of an area in the facility.

There's another one—one of the four that Mr. Norton mentioned—where the police were involved and have not been able to come up with any conclusive evidence that would prove abuse beyond the shadow of a doubt. So therefore they are not prepared to charge the individual—but we may well take action ourselves.

The other two I think are under investigation right now with a view maybe to involving the police, although I think one of them is of a more minor nature. There is some question as to whether the police should be involved in this case.

**Mr. Johnson:** I received a telephone call just a short while before the meeting started from a Mr. John Hake, president of the Guelph and District Association for the Men-

tally Retarded. He wanted to voice a concern felt by his association for the Hon. Keith Norton's plight regarding the Samuel Johnston case and wanted to indicate their support of Mr. Norton.

My concern is that if we don't solve this problem and other problems fairly soon a lot of good people are going to be tarnished. I think that for the sake of all of us, we should try to keep it as low key as we can but at the same time try to weed these people out. To keep people like this in this type of a setting there is no justification whatsoever. I just don't think that anyone—any member in this committee or any member in the Legislature—can condone this type of action.

I have another point that I would like to mention to the minister. I attended an official opening ceremony last Saturday for the new residents at Charlestown which is adjacent to the village of Caledon. It's for emotionally disturbed children. It's a 100-acre active farm, consisting of an old farmhouse and buildings and a new modern dormitory for the residents. This provides the children, most of them without parents of knowledge, with a healthy home atmosphere. Is this the thrust of the ministry that they are going to small homes—in this case 20 residents instead of the larger institutions?

**Hon. Mr. Norton:** Yes, it's true that particularly in the area of children and the mentally retarded, we have been trying to move as quickly as possible towards community-based living. It's my feeling that some of the current accommodation, particularly for children, although it may be located in the community, the model may leave something to be desired in terms of truly community-based living. I am not speaking as an expert but I think if we look at the numbers of children we have living in various types of group home settings and so on, especially where the staff rotate on shifts, I'm not sure that is a suitable long-term living model for children.

[2:45]

In some cases, perhaps children do need that kind of setting for a short period of time. But I do have concerns that over the years in the province, we may have neglected the concept of good foster care, to the extent that the system has become somewhat skewed. If you're talking about a group home with eight or 10 or whatever number of children who are being exposed to adult models on a shift basis, I'm not sure that isn't really just a smaller institutional setting.

As I've indicated to the staff of the ministry, I do want to explore what has become a skewing in the system and perhaps provide



more alternatives in terms of foster care, with specially trained foster parents in some cases for children with special difficulties. That is the direction in which I would like to see us moving.

**Mr. Johnson:** It was very rewarding on Saturday to see the interest of the local community in this project. They seemed to relate to these children as children of their own. Many of them come from many miles away; most of them without parents. It was an extremely rewarding experience.

**Mr. Blundy:** Dr. Farmer said a few moments ago there was one case under investigation where a number of incidents were thought to be involved.

Was there also a number of people involved? Were you referring to a number of incidents with one staff person involved or a number of staff?

**Hon. Mr. Norton:** In the particular case to which Dr. Farmer was referring, it's not yet clear to me how many staff might have been involved; nor is it clear to me how many residents might have been involved. I would hope that can be determined and that information can be available to me in the relatively near future.

**Mr. Chairman:** Are there any further comments with respect to item 2, facility services?

Item 2 agreed to.

On item 3, community programs:

**Mr. McClellan:** There are a number of items I'd like to deal with briefly.

It was the last estimates when we had a long debate on community programs for the mentally retarded and we talked at length about the model Walter Williston had proposed for the ministry. I had expressed my own concerns about how quickly you were moving to meet Mr. Williston's blueprint. I think we made some progress in that estimate.

One of the things that transpired subsequent to the estimates was a decision not to build a large institution in Etobicoke but to proceed instead to build a series of smaller group homes to meet the needs of families with retarded children in the Metro Toronto area.

What I'd like from the minister is a progress report on the construction of the group home project for Metropolitan Toronto. I would have thought it would be easy.

**Hon. Mr. Norton:** I am just trying to give you a precise answer.

**Mr. McClellan:** Take your time.

**Hon. Mr. Norton:** We have had a competition for the director of that operation. As I foresee it at this point, and as our plans would indicate, the initial step would be to provide the basic staff, who would then identify the most suitable locations for group homes. Probably it would not involve construction; in many instances we would hope we could find appropriate residences in the community. In fact, we have explored with the Ministry of Government Services what their role would be in terms of the acquisition of these homes, because to some extent it is a new departure; it would be the first venture—or experiment, if you wish—into directly operated group homes as alternatives to larger residential accommodation.

I believe we are currently awaiting Management Board decision on the competition and the pace at which we will be able to proceed in the future.

**Mr. McClellan:** It is listed in the program and resource summary under your 1977-78 accomplishments. I would have thought you were further along in the planning than that.

**Mr. Lewis** points out that there are two months left in 1977-78; that's the previous fiscal year, of course.

**Hon. Mr. Norton:** Sometimes we don't achieve the rate of progress that we hope.

**Mr. McClellan:** I am well aware of that. That is one point we have firmly established.

**Hon. Mr. Norton:** Although I must say we have made very substantial progress.

**Mr. McClellan:** What is the timetable for the opening of the interlocking system of community-based residences? It says you have a plan. I assume a plan involves a schedule, not just for hiring the staff, which you haven't even done yet, but also for constructing or providing through other means the facilities, and then actually opening the thing. What is the timetable?

**Hon. Mr. Norton:** The first target is to have two group homes, out of a total of 14, in place by the end of the fiscal year. So it would be incremental.

**Mr. McClellan:** How many places will those two provide?

**Hon. Mr. Norton:** Sixteen.

**Mr. McClellan:** When will the other 12 be built?

**Hon. Mr. Norton:** At whatever rate the funding is available.

**Mr. McClellan:** What does that mean?

**Hon. Mr. Norton:** Just what I said.

**Mr. McClellan:** So you have no commitment. I know what that means in terms of

what you have been saying consistently throughout these estimates: You are not going to do anything.

**Hon. Mr. Norton:** Hold it, now. I haven't been saying that through the estimates. That is entirely a misquotation, Mr. McClellan.

**Mr. McClellan:** What does it mean in terms of a construction timetable for this project?

**Hon. Mr. Norton:** There is no construction timetable, because there is no construction contemplated.

**Mr. McClellan:** Or an opening timetable? So you have no timetable for the opening of these facilities at this point, aside from the two.

**Hon. Mr. Norton:** The target was for two by the end of this fiscal year and incrementally thereafter at whatever rate the funds are available.

**Mr. McClellan:** You have a budget. That is what we are doing here; we are dealing with your budget. Are the remaining 12 in the 1978-79 estimates? Are there only two in the 1978-79 estimates? Or are the others in the estimates as well?

**Hon. Mr. Norton:** There are funds for only two in this year's estimates.

**Mr. McClellan:** And you are not prepared to say whether the remaining 12 will be in the 1979-80 estimates?

**Hon. Mr. Norton:** I think you can appreciate from the discussions we have had on a number of occasions—and I know you don't want me to repeat it—that it is rather difficult at this point in time to predict rates at which we will be able to achieve particular objectives; and that may be the case for the next year or two. But we will proceed at whatever rate funding is available.

**Mr. McClellan:** Are these facilities for children, or for adults and children?

**Hon. Mr. Norton:** They are not necessarily exclusively for children.

**Mr. McClellan:** What would be the ratio of adults to children in this project?

**Hon. Mr. Norton:** The intention is also that these facilities will be for the severe and profoundly retarded. To that extent, in a group home setting it's a rather new departure as well. It may not be a bad idea for us to get some experience in the first couple of units, rather than going ahead with all of them at the same time, even if we had the money available.

Our current plan in terms of timing—and I add the qualification providing the funds are available at this rate—is to have two

established by the end of this fiscal year, six additional ones during the fiscal year 1979-80 and the other six during the fiscal year 1980-81.

**Mr. McClellan:** On page 98 of the blue book, the resource summary, under item 3, homes for retarded persons, you indicate a target in expansion of homes for retarded persons which would give you a total number of beds available at the end of 1978-79 of 2,551. Are you going to meet that target? What will the actual achievement be?

Sorry, I should deal first with 1977-78. Have you met the target of 1,184 places for 1977-78? These are places in group homes, homes for retarded persons.

**Hon. Mr. Norton:** Actually this is one place in which we can give you some good news.

**Mr. McClellan:** Good, that will be a change.

**Hon. Mr. Norton:** We have exceeded the target.

**Mr. McClellan:** Good; what is the figure?

**Hon. Mr. Norton:** The confirmed figure at this point in time is 2,544 places.

**Mr. McClellan:** Really; at the end of 1978 or is that current?

**Hon. Mr. Norton:** That's by the end of the fiscal year. They are confirmed ones that are on stream. That was achieved as a result of the fact that we were able to shift some funds earlier in the year in an effort to accelerate the rate of growth in the number of places, and fortunately there were enough local associations and so on which were in a position to move this year so that we were able to exceed what we originally had fixed as a target.

**Mr. McClellan:** Have you revised the target, then, for 1978-79? If so, what is the new target? For 1978-79 you had planned something in the order of an additional 700 new places. Is that still the target or do we have a revised target?

**Mr. Carman:** The original target we had established for 1978-79 was 667; and that was based on the normal relationship between ourselves and the local associations for the mentally retarded, which was a share of 50-50 on the new beds coming on stream. Early in the year we sent a note to the AMRs, saying if they would be prepared to take an additional 100 residents out of the facilities on a straight transfer basis we would make funds available by offsetting reductions in the facility system.

[3:00]



There was a very favourable response to that so we set ourselves a new internal target of 767. The latest indications, as of today, are that with those two targets together the grand total for this year will be 683, which is somewhat more than the original target but not quite what we would have hoped had both targets been achieved.

**Mr. McClellan:** I still don't understand what the 1978-79 target will be.

**Mr. Carman:** The 1978-79 target was to have been 767; that would have been our planning target. But our achievement, as of today, we expect to be 683.

**Mr. McClellan:** Good. You're right, that is good news and I applaud you for it.

How much of a barrier does the existing funding arrangement under the Homes for the Retarded Persons Act represent for the development of an adequate network of group homes? That has always been a major part of the problem in the past, that local associations were required to raise 20 per cent of the capital costs of group homes for the mentally retarded. In many communities that's simply an insuperable burden. What action is the ministry planning to take to revise the funding so that particular barrier to non-institutional living arrangements is eliminated?

**Hon. Mr. Norton:** We recognize that is a problem, particularly in cases of accommodation for children. That, together with the funding arrangements across the whole board of services for children, is currently being examined within the children's services division.

**Mr. McClellan:** The problem with respect to children is that they also are required to pick up a share—I guess in the order of 20 per cent—of the fee. How many children are actually living in homes for retarded persons in the province?

**Hon. Mr. Norton:** I'm told it's 193.

**Mr. McClellan:** That indicates we still have an enormous problem with respect to the provision of non-institutional care facilities for children. Are most of the children still in institutions, schedule II institutions in particular, as opposed to being accommodated in homes for retarded persons?

**Hon. Mr. Norton:** Or at home, of course. The trend, I think, has changed in the recent past with the growth in this decade of the available support services to families who are raising developmentally handicapped children. That has had a significant impact on their decisions with respect to whether the children will remain at home or be placed in an alternative setting.

**Mr. McClellan:** In a sense you have anticipated my next question. Do you have any data on the number of developmentally handicapped children who are living at home with parents and are benefiting from special support programs that the ministry is offering? What I want to know is the number of children who are able to stay at home with their own families as a result of the ministry's special support programs.

**Mr. Chairman:** Can we pause here? Perhaps the committee would like me to extend a warm welcome to Mr. John E. Barriere, the senior adviser to the Speaker of the US House of Representatives, who is with us today. He is spending some time here in the province, and he's going to spend some time in Ottawa, to learn just how the Canadian legislatures function here and elsewhere. We do extend a warm welcome to you, sir.

**Hon. Mr. Norton:** Now we know we have to be on our best behaviour.

I haven't got an exact figure of how many children would be in that situation, but we have a total of 104 support programs that we are funding, or in which we are participating in funding, across the province. That would involve at the current rate 7,760 children who would be residing in the crown home receiving these services, but that 7,760, would of course, change from year to year. For example, if it were an infant stimulation program at some point, there is a turnover in these and that does not indicate the total number of children who are residing in their own homes and have received or are about to receive these services.

**Ms. Gigantes:** Does that mean that one child might be involved in three programs?

**Hon. Mr. Norton:** It is possible. We haven't got that kind of data.

**Ms. Gigantes:** So that figure is very loose.

**Hon. Mr. Norton:** It would relate to the number of units of service to children living in their own home.

**Mr. McClellan:** I think it is useful to develop a monitoring system that can tell you with some degree of precision the number of families that are able to maintain and care for their own children in their own homes as a result of the support service system that you are developing. I think that would be a useful thing for all of us to have. It would make it easier for us to assess the system as a whole.

I don't ask you to do that now. Obviously that is a very difficult thing to do on the



spot, but I would like you to look at that and provide me with any information you are able to put together on the subject. I want to go back to the issue of funding.

**Hon. Mr. Norton:** I think I have some additional information. I understand the 7,000 is part of that, but the balance would represent the number of children who are receiving service. These services are not part of what you were referring to.

In addition to the 7,760 units of service to which we were referring, if one were to include those children receiving the service of day nurseries, for example, or receiving training in classes for the educable or trainable, the total number then—and I guess this would be closer to the accurate number of children—would be 39,358 who are receiving service in some way or another. In some cases that would not be service directly under programs from our ministry; some of the education-related classes would be offered through the Ministry of Education or boards of education.

**Mr. McClellan:** I wasn't able to go to the meeting on tracking systems today. I am going to that on November 22.

**Hon. Mr. Norton:** Is that on children's services?

**Mr. McClellan:** Yes. Will the tracking system eventually be able to provide a record of children who are developmentally-handicapped children who are receiving care, or is it the intention to extend it to the developmentally handicapped?

**Hon. Mr. Norton:** It certainly could. I am going to have to get a cue from back there as to whether or not that is currently part of the planning or not. Yes, it is.

**Mr. McClellan:** Let me go back to what I think is almost a final point on the question of funding homes for retarded persons for children. I don't know to what extent the ministry feels that homes for retarded persons are an adequate model for providing care to developmentally-handicapped children; maybe that is the first question, where do homes for retarded persons fit into the scheme of things? Are they seen as something that can easily develop as an alternative to schedule II facilities, or perhaps as a satellite program to schedule II facilities; or do you not see that as an appropriate model?

**Hon. Mr. Norton:** I suppose I would reiterate what I mentioned earlier, that in the case of children, unless their needs demand another model facility—

**Mr. McClellan:** That's the assumption. The assumption is that the best place for the child

is in the child's own family and that the priority is around developing income supports and support services to permit that to happen.

**Hon. Mr. Norton:** I would say then that the second choice would be an accommodation based upon something more closely approximating the family model, than does the group home model, for example.

**Mr. McClellan:** That's the great gap in service at this point; there's nothing between the child's own family and the schedule II facilities. No matter how you slice it, schedule II facilities are still institutions; they're relatively large institutions, with up to 100 to 150 children.

It's a matter of some urgency that we provide the statutory framework so that you can expand facilities for more profoundly retarded children between their own homes and the schedule II facilities. I just don't accept, and continue not to accept, the schedule II model as an adequate alternative to the huge, colossal, large Ontario Hospital Schools. There needs to be a smaller, family-like environment for the more severely retarded children, and we don't have that.

**Hon. Mr. Norton:** I don't disagree with what you're saying. I think, though, that there is a degree of handicap which requires constant and ongoing support of a multidisciplinary nature that it may not be possible to provide in that setting. With our present level of sophistication and expertise, if we get a very severely and multiple handicapped child, because of the child's medical needs and the severity of the child's requirements for constant care, it may not be appropriate or possible to provide that in a small residential setting.

**Mr. McClellan:** But it may be possible to develop—and of course they're being developed—small residential facilities that are run as satellites of the schedule II facilities; for example, the apartments ancillary to Rygiel Home in Hamilton.

The problem remains, though, that there is not an adequate statute to provide for the orderly development of those kinds of alternatives on the basis of adequate funding. Certainly it isn't the Homes for Retarded Persons Act, because that imposes the requirement of parents paying 20 per cent of the fees, which is just an insuperable burden.

It may well be that all you need to do is amend the Developmental Services Act to provide additional funding to facilities other than schedule I or schedule II facilities—to incorporate some degree of flexibility in the Developmental Services Act—so that with the one statute you have at least the capacity

to respond to a variety of options in living arrangements.

**Hon. Mr. Norton:** Or to do something such as you've suggested in terms of satellite homes, which would then presumably be directly operated in some instances. The model we were talking about in Etobicoke is a possibility.

**Mr. Carman:** Mr. Chairman, the Rygiel Home apartments that Mr. McClellan was referring to are now funded and developed under the Developmental Services Act.

**Mr. McClellan:** Oh, they are?

**Mr. Carman:** So there isn't a problem in that regard; and we're certainly encouraging more of that development as opposed to the traditional type of institutional schedule II facility.

**Mr. McClellan:** Okay, that's good. The final item that I want to raise on this vote is the question of zoning bylaws. I happen to live in Toronto city and take a fair measure of pride in the accomplishment of Toronto city, both in accommodating group homes in the past and in pioneering the development of a model bylaw.

[3:15]

I have first-hand understanding of past difficulties. There's a portion of my riding which happens to be zoned in such a way that group homes were permissible, so there's a string of group homes as long as a city block on one street alone in the riding. The model bylaw will permit the equitable distribution of group homes throughout communities. There's a group home on my own street and the kids from the group home babysit for us and they're just a normal part of the community. I think it's a really wonderful development within Toronto city that council has moved to adopt a bylaw. But I have enormous concern that it's not happening in other communities.

I suppose the question is, simply, how long is the ministry prepared to wait? I concede that it makes sense to allow municipalities to grow towards the adoption of an equitable policy around the placement of group homes, but there is an issue of fundamental human right. I don't accept the fact that any municipality, or anybody, has the right to zone out people who they define as undesirable ostensibly for the sake of protecting property values. What I'd like to know is how long you intend to give the municipalities to come to an equitable policy with respect to that before you start to look at the imposition of a provincial statute?

**Hon. Mr. Norton:** I have no rigid date fixed for saying the time is up. I'm watching the

situation carefully and I'm encouraged by the amount of activity and a lot of interest that has been shown in municipalities. Obviously, I get frustrated at the rate at which some move, but I'm sure they get frustrated at the rate at which we move sometimes too.

All I can say, I guess, is that I will continue to be in communication with them and with the municipal associations on this subject. If it appears that progress is no longer being made then we may have to consider other alternatives.

**Mr. McClellan:** How many other municipalities have adopted some form of group home bylaw along the lines of the Toronto bylaw?

**Hon. Mr. Norton:** I don't know how many have actually adopted a bylaw. I know of a number where there is currently consideration being given.

**Mr. McClellan:** How many?

**Hon. Mr. Norton:** I don't know the precise number. I could list some of them if you wish. You're aware of Scarborough?

**Mr. McClellan:** I'm aware of what's happening in the boroughs of Metropolitan Toronto.

**Hon. Mr. Norton:** Yes, and there are some that are much more far-flung than that—the town of Gananoque, the city of Kingston; the municipalities in eastern Ontario are showing a concern and an interest in this. I have been carrying on some correspondence with some of those municipalities. Where delays have been encountered, the local association, for example, or local residents, will write and say we're facing some frustration here and can you help. So I then have communicated with the local council, encouraging them and offering them any support we can in terms of information about the approach that has been taken elsewhere, particularly using Toronto as a model that can well be adapted to most municipalities.

**Mr. McClellan:** The reason I'm starting to lose patience, I suppose, is when I read in your own program—on resource summary, on page 99—that capital funding available in 1977-78 for new accommodation places was not fully expended. You list two reasons: unavoidable construction delays and zoning difficulties. How many specific projects have either been delayed or postponed indefinitely because of zoning difficulties?

**Hon. Mr. Norton:** I don't have that information at the moment.

**Mr. McClellan:** Somebody would.

**Hon. Mr. Norton:** No, we don't have that specific information here. We will see if we



can get some estimate for you of the numbers that face delays.

**Mr. McClellan:** Your people aren't even able to make a ballpark estimate of the number of homes for retarded persons that you had budgeted money for but were unable to proceed with because of zoning difficulties?

**Hon. Mr. Norton:** We are unwilling to make an estimate at this point. We will probably be continuing on Monday by the looks of it; we will see if we can get some rough idea at least for you by then.

**Mr. McClellan:** If you're getting it, maybe you could get it for the past two fiscal years. I would like to know with as much precision as possible just how much of a problem it is. I understand that you budget according to specific projects that are intended to come on stream within a given fiscal year. I want to know how many of those projects haven't come on stream because of zoning difficulties.

Just one final thing, which will just take one second, is the Rygiel home co-op completed, the Rygiel home apartments?

**Hon. Mr. Norton:** They are all on stream.

**Mr. McClellan:** Fantastic.

**Mr. Blundy:** In regard to the last topic that was being discussed, in my own municipality and in another municipality I am aware of they are revising their official plans now. They are putting in the official plan certain criteria and standards for homes in residential areas. I would like to suggest to the minister that it might be very helpful to take the matter up with the Ministry of Housing, which has input in the final decision in official plans, as well as the revision of official plans and planning matters. It might be able to assist municipalities in arriving at some kind of yardstick that is going to be able to be met and still be acceptable to the people. I believe this is what is happening in my municipality right now.

I think it might be very helpful, working in conjunction with the Minister of Housing (Mr. Bennett) and putting forth the views and the needs of your ministry for homes of this nature. It might be possible to accomplish something across the province.

Item 3 agreed to.

Vote 2803 agreed to.

On vote 280, children's services program; item 1, program administration:

**Ms. Gigantes:** Can I ask one question under program administration? It has come to my attention, and as far as I can find out it is accurate, that when children are being

placed out of a psychiatric institution, out of a hospital with a psychiatric unit, into a residential setting of some kind, the parent either has to take on full responsibility for the cost or assign wardship to the Children's Aid Society. I would like to know why.

**Hon. Mr. Norton:** Could you hold the question for a moment until we get the answer?

**Mr. Lewis:** I would like to raise a question of a child abuse case in which the inquest was just concluded last weekend in Hamilton. I had told the minister a little earlier, just before we started the estimates, that I intended to talk about it. I wanted to cast it in the context of judicial inquiries and commissions of the kind that occurred in Sarnia. I wondered where that falls. Is that viewed, Mr. Chairman, as a matter of program administration?

**Mr. Chairman:** I would think it would be item 2, Mr. Lewis, child welfare and health services.

**Mr. Lewis:** When we reach the item then, Mr. Chairman, I'd like to raise it.

**Hon. Mr. Norton:** Coming back to Ms. Gigantes' question—I think Mr. Lewis is holding his until the second vote—psychiatric children, getting them into residential programs.

**Ms. Gigantes:** The case I'm thinking of is a child who was in treatment at the Royal Ottawa. It was recommended to the parent that the child be placed in another setting. The parent was quite agreeable, but was horrified to find out she was required to sign over wardship.

**Judge Thomson:** It may depend upon which facility was being recommended for the child. It is possible if it was a children's aid facility or if there was a problem of funding for the placement—

**Ms. Gigantes:** It was a problem of funding for the placement.

**Judge Thomson:** I don't think of—although that may be what the agency said in this case—it would have necessarily been required that the child become a ward. Although it might be necessary, to secure the funding, to go through a non-ward agreement so the agency could provide the dollars for the placement, that's quite possible.

**Ms. Gigantes:** On investigation we were told by the ministry it was absolutely essential; either she signed over wardship of the child or she had to undertake all of the natural responsibility for the placement, period. There was no compromise possible.

**Hon. Mr. Norton:** Who in the ministry told you that?



**Ms. Gigantes:** I don't have the notes in front of me. I thought it would be something that would be generally understood. We were told so categorically I didn't bother to bring the case information with me.

**Judge Thomson:** In the sense that it might be necessary to enter into what's called a non-ward agreement, that might be necessary for the child to be placed; but that doesn't involve giving up parental authority.

**Ms. Gigantes:** What does that mean?

**Judge Thomson:** That really involves entering into an agreement with the agency to have the agency provide that service, rather than going through the courts to have the child made a ward of the children's aid society with a full transfer of parental authority. It's possible in that sense that an agreement might have to be entered into. There would be a relationship with the agency, but it wouldn't require a formal wardship order over the child.

**Ms. Gigantes:** That is not what we were told; it is not what she was told. I will, if I may, get my file on that and bring it to your attention. I was very upset about it.

Item 1 agreed to.

On item 2: child welfare and health services:

**Mr. Lewis:** Mr. Chairman, at some point I wanted to raise in some detail with the minister the question of the death of Jennifer McGill, and the inquest which was just completed in Hamilton.

I wanted initially to ask the minister a couple of questions, and perhaps then elaborate a bit on the background of the case and things that are bothering me in further detail.

The first question I wanted to ask the minister, and I assume this information is available simply because the case was so prominent: What did the ministry have on file about Jennifer McGill during that period of time when she was in temporary wardship of the children's aid society, and the subsequent eight or 10 months before she died when she was under the supervision of the children's aid society? I guess what I'm asking is: Was there any kind of reporting procedure between the children's aid society and the ministry of the kind that has been talked about?

[3:30]

I think in the Popen case it was indicated that there had been some laxity in the reporting procedures but that presumably they improved. This case is largely focused on 1976-1977; as a matter of fact, it's from June 1976 until August 1977, so presumably you

were getting some information. I would be interested to know what came to the ministry.

I think also that the people who worked so hard on the inquest—the jury and the coroners, who were obviously concerned—have a right to know this: Does the minister intend to do anything concrete either about the case, writ large, or perhaps more specifically about the jury recommendation out of Hamilton?

**Hon. Mr. Norton:** Mr. Chairman, perhaps I could ask Mr. Heath to comment on the question at this point.

**Mr. Heath:** Perhaps, Mr. Lewis, I could commence by saying that we did receive, in February 1976, a child abuse report on Jennifer. This was followed in June—

**Mr. Lewis:** Excuse me for interrupting you. No, you didn't receive it on Jennifer, because she hadn't been born yet. You received it on Sheila, her sister.

**Mr. Heath:** I'm sorry; my apologies. We received a report on the sibling, Sheila, under date of February 18, 1976 that incident was two days before. There was a second child abuse report to the ministry under date of June 11, 1976, concerning both Sheila and Jennifer—a bruising incident of June 8, 1976.

We are talking about correspondence now.

**Mr. Lewis:** Right.

**Mr. Heath:** There was a memorandum from the children's aid society to the ministry under date of August 4, 1976, reporting the death of Jennifer two days before, resulting from probable abuse and neglect.

**Mr. Lewis:** I'm sorry. I just want to keep the record straight. You mean August 4, 1977?

**Mr. Heath:** I'm sorry; correct.

**Mr. Lewis:** Okay. It's easy to—I am familiar with the case. I am probably more familiar at this point, but I just wanted to make sure of the date. So you have three major pieces of correspondence?

**Mr. Heath:** Right. Immediately following that, the notification on death was done in memorandum form and was immediately followed by the child abuse report under date of August 22, 1977, giving us more details on the multiple bruises and the suspected trauma to the stomach that caused death, noting too that the child was dehydrated and appeared chronically malnourished.

**Mr. Lewis:** Right.

**Mr. Heath:** That brings us up to the time of death and immediately following. We do have other correspondence.

**Mr. Lewis:** Okay. When within one half year, February and June of 1976, the ministry gets two reports of suspected abuse, one in the case of an older sister and then two in the case of both of them, Sheila and Jennifer, what do you do? What does the ministry then do? Obviously it was serious enough for wardship to be taken in June 1976, with which you were familiar.

**Mr. Heath:** Right.

**Mr. Lewis:** What then happens?

**Mr. Heath:** Part of the reporting procedure from a children's aid society is not only simply to notify the name of the child and the fact that the child was abused or neglected, but also in the bottom part of the reporting system there are indications of what action they have taken. In the reporting of August 1976, they indicated that both children—excuse me, in June 1976; this is the second report—that the children had been apprehended and wardship action was pending. Because of the fact that that matter was before the courts, we would have taken it that the society had the matter in hand at that time. If there was no indication that any action was contemplated, then that would have been a matter for a follow-up.

**Mr. Lewis:** So you didn't realize, as a ministry, that the child had been returned to the parents in December of 1976? Simply under the supervision of the society, there is no particular mechanism or reason to inform you of that?

**Mr. Heath:** No.

**Mr. Lewis:** So unless you are particularly assiduous in June of 1976 when the apprehension takes place, that's it, it's really left to the society.

**Mr. Heath:** Correct. We have, however, I believe in January of 1976, indicated to the societies, both on child abuse and other matters, if they were having untoward problems in terms of protecting a child before the courts they should notify us.

**Mr. Lewis:** In January of 1976?

**Mr. Heath:** I believe the memorandum was called protection of children at risk.

**Mr. Lewis:** I don't know.

**Mr. Heath:** We would not have in hand, however, a mechanism to automatically follow up on each child before the courts unless an individual matter had been brought to our attention by a society or on receipt of the crown wardship order on a case. Then we would know the process of court. Otherwise we would not, on an automatic basis.

**Mr. Lewis:** You wouldn't know, for example, in the case of a temporary wardship?

**Mr. Heath:** No, we do not get those orders or orders of adjournment.

**Mr. Lewis:** Judge Thomson, obviously—

**Judge Thomson:** I can just say with respect to the child abuse register, which is incorporated in the new legislation, the guidelines that we have developed around the implementation of that register under the legislation would require periodic reporting of all cases after they have been reported under the child abuse register. In other words, we are to be advised on a periodic basis of the progress of all cases of child abuse reported to us and then on a periodic basis after that. But as Mr. Heath has pointed out, at that particular time that particular procedure was not in place.

**Mr. Lewis:** You do not have a copy of your January, 1976 memo?

**Mr. Heath:** No, I do not.

**Mr. Lewis:** But in your recollection the memo said to the society something to the effect that if you are having difficulty arranging for the protection of the child we should know about it?

**Mr. Heath:** Yes.

**Mr. Lewis:** That's interesting, because I think we're all groping towards this, and I think that speaks to part of the problem. I must phrase this carefully: You people at the head of child welfare in Ontario are making a profound assumption of faith that those who are governed by your legislation and those who are under your regulatory control will heed your warnings and your urgings. You are assuming, for example, that children's aid societies will do as your memoranda instruct them to do. And you are assuming, for example, that the guidelines which flow after the Child Welfare Act is law, will similarly be followed.

Let me tell you something, Mr. Heath: There never was a case where a children's aid society was in more difficulty protecting children than this one. In fact in December of 1976, almost a year after your memo, they went back before the court in Hamilton and didn't even make a recommendation. They just left it for the judge to look at the pros and cons. If ever there was a society, it seems to me in view of what you have said, that should have turned to the ministry and said, "Help, we need some support here, we've got a difficult case on our hands," that was the instance.

I want to say some nice things about the society shortly because there were some very laudable and honourable interventions. But I am terribly concerned—I think we all are—about the pressures, the anxieties, the uncer-



tainties which allow for these gaps in so-called communication to develop; and in the meantime, at the end of the road, there lies a child. I had no idea of that memo, but by God if I had been in that society in 1976, I would have had you by the collar, or whomever, and begged for help, because they really needed it. They needed it badly.

Can I ask, Mr. Minister, whether you're going to do anything with the inquest recommendations?

**Hon. Mr. Norton:** Some of the recommendations, of course, do relate to specific issues that have been addressed in the legislative changes.

**Mr. Lewis:** You needn't deal with them all; just those which strike you.

**Hon. Mr. Norton:** We are examining those that are not addressed in the legislative changes more fully. Some of them are not something which we alone can do, for example, the recommendation with respect to the Canada Evidence Act. We will be discussing that with the Attorney General, and hopefully he in turn with the federal authorities.

The question of public inquests being mandatory in all cases of child abuse deaths: we will be discussing that—we have not yet had an opportunity to do so—with the Solicitor General's department.

The recommendation with respect to the local registry varies a bit from what we have in the legislation at this point; but we are encouraging the establishment of local registries, although the legislative requirement relates to a central registry. For obvious reasons a central registry is necessary; local registries alone would not be adequate. We are encouraging those to be established so that they would be in harmony with the central registry.

With respect to child abuse committees, recommendation four was that the local committees be used in an advisory capacity to the courts in all cases where society or crown wardship recommendations are being prepared. We're prepared to examine that and see if some arrangement can be made. It certainly is our intention that the child abuse committees would work with the society in preparing recommendations to the court. Whether what the jury was contemplating here was a more formal arrangement as an advisory body to the court itself I don't know.

**Mr. Lewis:** For your own information—I was rather interested by it—one of the points which the children's aid society lawyer—more of him in a moment—one of the points

he made by way of summation to the jury, echoed by the crown attorney, was the frustration the societies feel when they come to court and enter into a litigant-adversary relationship before the family court judge, having to prove certain things beyond the shadow of a doubt, and the specialists are not really there to be called upon. Particularly in a community like Hamilton where you have such a special and exemplary child abuse unit, with specialists all over the place, isn't it crazy that you have a hearing like this in December 1976 which results in the return of the child to the family and all that then happened, when nobody was there to speak for the child? You had the parents on one side and you had the CAS on the other and you had nobody there to speak for the child, with a community filled with knowledgeable people.

What the jury was responding to was the sense that there should be such child abuse teams all over, so that when there was a touchy situation of this type they could be called on. It's not a bad idea.

**Hon. Mr. Norton:** No; it's not a bad idea at all.

Certainly our objective is to see child abuse committees in each community across the province. There are quite a few that have been established at this point, with various degrees of formality.

The question of representation of children—having children represented by counsel—has been addressed in the legislative changes. I would think that clearly would apply in cases like this, in cases where there is alleged abuse.

The recommendation that the onus be placed on parents to prove their ability to care for children, rather than child protection agencies having to prove parental inability, is one with some ramifications which go further than just this ministry. I think it has to be explored carefully before any sort of formal response is made to that. I think everyone appreciates the potential problems there, in terms of the parental rights and so on which are part of a delicate balance in cases like this.

[3:45]

That legislation be amended to allow for specific terms and conditions in orders of supervision: that is addressed in the legislation. That funding bodies re-examine program priorities to assist children's aid societies in child abuse programs: we have made specific funds available to societies to assist them with extra-budgetary funds on the basis of specific proposals that we invited from them to assist in this area. We continue to



work with them and we do not yet have full feedback from what has been achieved as a result of the funding made available up to this point.

That covers most of those I have on the list here.

**Mr. Lewis:** What about the first one; that the crown and/or police should be informed as well as the society since that has particular application in this case?

**Hon. Mr. Norton:** Unfortunately, we are in the position where we have just moved to identify a single reporting agency in the legislation; from the crown attorney or the children's aid society to the children's aid society.

**Mr. Lewis:** Precisely.

**Hon. Mr. Norton:** This does raise some interesting questions about that move.

**Mr. Lewis:** My colleague, Mr. McClellan, says that he will agree to unanimous consent, if you wish to revert to section 9 of the bill while we are in committee to make an amendment.

**Hon. Mr. Norton:** With no subsequent amendments between that and the end of the bill?

**Mr. Lewis:** Between that and the adoption clause.

**Hon. Mr. Norton:** That's what I was afraid of.

**Judge Thomson:** Perhaps, Mr. Lewis, I could speak to that issue, because I think there is some sense in identifying the one person for reporting purposes, although what one then does at that point becomes very important.

The reason why one person—in this case the agency—was identified as the agency to receive child abuse reports was that the previous arrangement, or the present law which has two people, was creating the problem of cases falling in between the two parties. Reports were being made in some cases to the crown attorney, and in some cases to the children's aid societies.

There was a great deal of evidence—and perhaps one of the best people to indicate this was Dr. Greenland from McMaster—that cases were not always making it between the two and there was some real confusion as to who really was responsible to follow up on a case. That is why we adopted the approach of identifying just the agency as the person or the group to receive the reports.

Then the child abuse guidelines, which we have expanded on and are about not only to give them but engage in training in the implementation of them, make it very clear that the obligation is then on the agency to im-

mediately notify the police so that it is clear that somebody is responsible. Rather than saying to the public to pick one of two they state the one to pick, and then it is their responsibility to do the notifying of the police. Our feeling was that is a better way to handle it rather than as it is in the present section of the act.

**Mr. Lewis:** Do you really think, Judge Thomson, that it should make any difference in the world for a children's aid society to be told by regulation that they should notify the police? In other words, wouldn't it seem to you that the most logical thing in the world for a children's aid society to do the moment it knows it has a clear-cut case of child abuse on its hands is to get in touch with the police? Do you really think they need the guidelines to tell them that?

**Judge Thomson:** I guess my feeling is yes, I think that is what they ought to do and perhaps guidelines ought not to be necessary to remind them to do that. However, we are talking about a large number of individuals. I think they all need to be reminded, and clearly reminded in writing so that there is some basis of holding them accountable for their performance. If we don't say in writing what they ought to do, then there can be confusion later about who is responsible to do what. If we state it in clear guidelines, then there is no confusion.

**Mr. Lewis:** I wouldn't go to the barricades about it. I guess what I am implying is that children's aid societies are, above all, engaged in the protection of children. If it does not occur to them that they should get in touch with the police when they have a criminally abused child on their hands, then frankly all the guidelines in the world aren't going to stir their common sense.

In this instance, as you know, there was some odd kind of breakdown which has caused great concern among the coroners, many of whom are very involved in these cases. We do not give enough credit to the coroner system, but I was noting almost with antiquarian fascination that Dr. Cotnam, as far back as 1962, had made the first speech ever made really in this realm on child abuse. Over there at the chief coroner's office they have all the records of every single case carefully put together and annotated from 1962 to 1978.

There are 157 cases of death from child abuse in this province since 1963, there are another four now firmly on record since that list was compiled, which makes a total of 161, and there are two or three more in process. I know the minister is as agitated about that as anyone, but it is a continuing

pattern. It's not something we've ever quite managed to come to grips with.

Perhaps I can follow on what Judge Thomson has said by laying out the specifics of what I wanted to put before you. I'm really bewildered by our inability to reach the people who should feel most exercised and I am bewildered by the way in which they attempt sincerely to rationalize their position. I also notice—and we've talked about it a bit in the social development group in our caucus—that some of the key societies in Ontario are involved. We've had Toronto with the Ellis case and we've had Ottawa with Paquette. I forget the name of the child in the London Children's Aid Society case. It's not with me. We've had Kim Anne Popen with the Lambton Children's Aid Society and now, to my amazement there is Jennifer McGill in the Hamilton Children's Aid Society. These aren't tiny, remote hinterland societies. These are some of the most sophisticated, prestigious, thoughtful, sensitive societies in Ontario. I worry therefore about the assumptions we're making about their responsiveness.

I don't want to beat around the bush. Jennifer McGill was murdered at the age of 18 months. Nobody's happy about the veil of silence around that and about the sense of helpless resignation that everybody feels about what occurred. I really think that particular case and the context of it cry out for some examination beyond the routine. I want to tell you why.

Like the minister, when I read about this case, I was quite bewildered by the gap in time between the death, which was August 3, 1977, on the one hand, and the inquest, which was October 24 or 25, 1978. I couldn't figure that out and I went back to try to explain this incomparable delay. This is what I learned. Immediately upon the death of the child, it was clear from the local coroner that child abuse was suspected. There was no abstract.

I have a copy of the coroner's investigation statement dated August 3, the day she died. Coroner Siegel writes in his own hand: "Long history of child abuse by parents, Mr. and Mrs. McGill; long history of observation and contact with Children's Aid Society." Then he says that she was under the care of Drs. Cameron, Peer, Watson, Bannister, McDonald and Wiv, the names of all of the doctors who had any contact with her at all at St. Joseph's Hospital. He says: "On August 3, the day she died, all doctors contacted feel child a subject of abuse or neglect."

So from the outset there wasn't the slightest question in the coroner's mind that this was a classic child-beating syndrome. However,

the coroner did not proceed to call the inquest, on the assumption that the police were going to lay charges.

There was much discussion of this. The police, as I understand it, were investigating the case. I have seen some of the early police reports. They relieve me in one sense because they are not—well, the reports both relieve and disturb me, because they are not quite so unrelenting or as conscientious as I always imagined police work to be, but they are there. I suffer some conspiracy theories about police work, and I'm always expecting them to be assiduous—at least the local constabulary if not the RCMP.

I was surprised by the generality of the police work. None the less, it's obvious that the coroner and the assistant crown attorney really felt there was a basis to move. On October 17—I don't want to release this document, I want to protect its source, but I would be glad to show it to the minister. On October 17, 1977, under the heading of the Ministry of the Attorney General, signed by Jeffrey Reid, the assistant crown attorney, the following letter went to Sergeants Slack and Yarmel of the Hamilton-Wentworth Regional Police:

"Re Jennifer McGill, deceased—child abuse investigation:

"As I indicated to you last week, I have reviewed the materials you provided me, including your own file and the medical records from McMaster University Medical Centre, concerning both Sheila and Jennifer McGill and have taken the matter up with some of my colleagues.

"As a result, it is my recommendation that both James and Geraldine McGill, the parents of Jennifer McGill, be charged with her murder. I suggest that both accused be jointly charged with a single count in the following form: 'Within one week prior to August 4, 1977, at the city of Hamilton, in the judicial district of Hamilton-Wentworth, did kill Jennifer McGill, thereby committing second-degree murder contrary to section 218 of the Criminal Code.' The period of one week prior to August 4 would include August 3, the day on which Jennifer McGill died, back to the previous Wednesday, July 27. It is my understanding that the injury to Jennifer McGill was done on Thursday, July 28. If you are concerned at all about the time period within which the murder is alleged to have taken place, please contact me before laying the charge. Will you please include a copy of the information in the brief concerning this case?

"Yours very truly, Jeff Reid, Assistant Crown Attorney."



The assumption that charges were being laid was everywhere widespread. The coroner thought so; apparently the ministry thought so. I have a letter for August 28, which was written to Mr. MacDonald, the director of the child welfare branch at the time, by Dr. Cotnam, chief coroner for Ontario. It said:

"Re Jennifer McGill, deceased.

"This is to inform you of the tragic death of the above-mentioned one-and-one-half-year-old child. This child passed away at St. Joseph's Hospital, Hamilton, Ontario, as a result of an injury to the abdomen.

"In reviewing the records, this child had a long history of child abuse by the parents. We have been informed that the parents have now been charged with second-degree murder and therefore no inquest will be held. For your information and whatever action you deem necessary.

"Yours very truly."

That was then acknowledged by Mr. MacDonald.

It was conventional wisdom, for reasons that utterly confuse me, that the charges had gone ahead. In truth, of course, nothing did happen. Charges were not laid, either because the police and the assistant crown attorney felt there was insufficient evidence or because they felt they had sufficient evidence of how the deed was done but didn't know whom to charge. In the days immediately prior to the death, the child had been under the care of not only the parents but also a couple of relatives and a couple of tenants, and it was probably very difficult to decide whom to charge.

[4:00]

I understand the essence of western jurisprudence. People are assumed innocent until proved otherwise. A person who is accused of something as important as second-degree murder has a right—I guess it's the reasonable-doubt right—in law, and you don't press a charge unless you feel you can prove it beyond a reasonable doubt. Somewhere along the way the evidence, I guess, didn't sustain that and the assistant crown attorney decided not to proceed.

But I'll tell you what perplexes me about the case and why I think there are some grounds for investigation on this front as well.

I'd like to know what it was about the police work between August 3 and October 17 which prompted the assistant crown attorney to say there seems to be the basis for a charge—as a matter of fact, there was a virtual recommendation for a charge.

Then I'd like to know what it was that caused the inordinate delay in coming to grips with it. Although the police work was allegedly over in January 1978—that's a long time—nobody even heard about it until March, and it was only discovered because the coroner wrote to the crown and said, "What the devil is going on?" It was the regional coroner, Dr. Bruce Penton, who on March 22, 1978—many months after the death of the child—finally wrote to the police and to the crown and said, "What's happening in this case?"

The death was in August, but the crown waited until April before telling the coroner that there would be no charges laid, and the coroner then looked to holding an inquest. As you know better than I do, I gather that facilities are so packed in Hamilton they couldn't even have an inquest until October 1978; and then they had to hold the inquest in the board of education auditorium because there was absolutely no courtroom available anywhere in the city of Hamilton for this kind of inquest.

What you have here is a very strange delay, a very strange combination of police and crown and the lack of informing other authorities. All that time goes by, nobody hears about it, all of the urgency goes out of it, and the inquest occurs 14 or 15 months later.

I want to ask you a question, Mr. Minister. You're a lawyer and know this field better than I do. Do you think that kind of thing would have happened with an adult? I don't know. I really don't know.

**Hon. Mr. Norton:** I doubt that it would have.

**Mr. Lewis:** I doubt that it would have, too. I use your words on the record. I doubt that it would have. There is something terribly peculiar, not to say perverse, about the way we deal with child death in this province. There is a kind of absence of urgency about what occurs and how it occurs which is not endemic to adult deaths under suspicious circumstances.

I would truly like to know—with a judicial inquiry, if necessary—how the police and the crown explain the delay of virtually eight months or more before anybody knew what the devil was going on with Jennifer McGill, let alone the clear change in mind along the way.

I want to add this: Jeffrey Reid made the summation before the jury last Saturday morning. He's a very young man. He's very good. He's very bright. He's very lucid. He's good. He really is fine. He had more courage about what really had happened and in



stating it, despite the delicacy of the whole situation, than I may say did some other legal counsel who made their final presentations. If he came to a conclusion somewhere along the way that charges could be laid, I'd be inclined to look carefully at why they weren't.

Let me go on. I want to ask, by way of a second question, what happened in the hospital? I want to know whether it is possible to get to the bottom of that kind of thing as well.

On August 1 the child entered hospital and on August 2 this report was filed with the ministry. Mr. Heath probably referred to it. It was filed by Dr. Joseph Peer and it says:

"Jennifer McGill presented at the emergency room at St. Joseph's Hospital, Hamilton, August 1, 1977, with multiple bruises in unusual locations and probably some trauma to the oral cavity. The child was dehydrated and appeared chronically malnourished. Abdominal pathology was suspected and confirmed. The pathology seems to be from a traumatic origin."

This is the important sentence: "The total medical condition of the child indicated inappropriate parental care and supervision."

I leave that phrase with you from the original report because I would like the ministry to ask itself whether, in view of this which they received at the time of death, they might not look more carefully at the reports which they get earlier along the way of actual or suspected child abuse in the same case.

Mr. Heath has said you had a report on file for February 1976 and for June 1976 and in August 1977 the child was dead. The reports which you received in February 1976 and in June 1976 said exactly the kind of thing that the doctor said in August 1977—"inappropriate parental care and supervision."

I must admit I don't know quite how to deal with it, but I don't understand, again, the breakdown that occurs. When the child entered hospital there was absolutely no uncertainty about child abuse. Everybody knew it. Every doctor who saw it said so.

The child was in that hospital and died 30 hours later, and it was not until after the child's death that the police were informed, though the hospital knew and the children's aid society knew.

I say to Judge Thomson rhetorically—I don't have a dispute with Judge Thomson—you have got a kid who has been in the care of the children's aid society as a temporary ward for six months, who has been under the supervision of the children's aid society for

eight months, who arrived in the hospital clearly assaulted by person or persons unknown, and nobody tells the police for up to 36 hours.

It emerged at the inquest, and someone was good enough to give me the original police reports of the immediate days following the death, that when the police then came back to try to ascertain who killed this child, there is no trail—there is nowhere to go. Everything is adroitly covered up, given the 36 hours during which the guilty party or parties could deal with it with impunity. It just doesn't make sense.

Again, I don't wish for a moment to attribute blame because I know things can go wrong. But I don't quite know what happened in that period of time—and there is at the end of the trail an 18-month-old-child who died. It seems to me that too justifies a judicial inquiry or some kind of examination.

If the police and the crown on the one hand behaved a little strangely, and if on the other hand there was an extraordinary hiatus in the hospital which made it very difficult for the police subsequently to do their job—and their reports say that explicitly—then it seems to me that too is grounds for examination.

Let me bring you to the third point: that is, why did the children's aid society in December 1976 go before the judge of the family court in Hamilton without a recommendation? Why did they simply say we will listen to the pros and we will listen to the cons and we will let the judge make up his mind?

This is a child that had been, if I may recollect for you, taken into temporary care from June to December 1976, a child whose temporary wardship was then renewed for another three months from September to December 1976, a child who then in December 1976 was returned to her parents, and eight months later was dead.

I don't know quite what explains the feelings within the children's aid society around all of that. I want to raise these questions with you, Mr. Minister, precisely because of the position of the children's aid societies generally. There's an enormous job going on in your ministry, a very commendable job. We know what's happening with the child welfare legislation and the guidelines and everything else, but is anybody listening? Are we getting through? Do they understand? It isn't as though the last year or two have been bereft of publicity around child abuse cases. So how does all of this happen while everything else is going on around it?

The children's aid society lawyer at the inquest on Saturday said in effect, "We don't have enough staff, our budget was down by half a million dollars." He didn't say the ministry is to blame but he might as well have. That's why you've got a recommendation there asking for more money for children's aid societies. He made a plea to the inquest jury based largely on what had gone before, that the children's aid society was in some measure immobilized, not to say traumatized, by staff cuts and budget cuts, and it made it terribly difficult for them to give the kind of child representation they might otherwise have given.

If that is true, it is incredible that they should be in that position. The lawyer was very agitated about proving things before judges and getting judges to realize the problem of the child and the need to protect the child. The lawyer made a very strong case therefore for the child to be represented, and for child abuse teams to be present, and all the other things that you see in the recommendations before you. But by and large, almost too skilfully—sitting to speak, oh ever so earnestly, to the jury, rather than standing as the other lawyers did; a folksy, if somewhat gross, little joke at the outset of his final summation; a very adroit and careful presentation of the material, in a way which made me personally, just as one member of the Legislature and someone sitting and listening, kind of uneasy about the defence mechanisms that were at work.

So when I go back to review what happened to this child, I question not the motives of the children's aid society, nor its competence. Because unlike the situation in Lambton, the interventions of the children's aid society workers in this case were often exemplary and concerned—and I underscore that; they really were. But their judgement, the absence of critical faculties in the sight of overriding persuasive evidence of what was going on, says to me that they really must be strapped in that society. They must really be pushed to the breaking point, because how could you miss so many indicators out there, stark and vivid, in front of you?

Let me remind you of something Mr. Heath alluded to: In February 1976—I want you to remember the dates if possible—Sheila McGill, the older sister of Jennifer McGill, is admitted to hospital with a broken leg—a very severe break in an unusual part of the leg. In June 1976 the kids are apprehended and become temporary wards. In December 1976 they are sent back to their parents. In June 1977 there are serious in-

timations of further abuse. And in August 1977, the kid is dead.

In February 1976 when the child Sheila was brought into hospital the children's aid society description of what was involved reads as follows, from their own notes: "The parents presented several stories: child fell while walking; child fell out of crib in toy box; child just woke up crying; just noticed a lump on her leg; child ran into an open dresser drawer, and finally, child hit leg on crib while being lifted from crib." Both parents were extremely hostile about being questioned about the injury and felt that we had no right to assume that it was anything but an accident."

[4:15]

That was in February 1976. In June 1976, the children's aid society received such strong evidence of abuse, direct and explicit child abuse, that they went to the house, apprehended the two kids and took them to the McMaster Medical Clinic. The piece of paper which they filed with the children when they put them in the clinic said: "Patient brought by children's aid because of possible child abuse."

Then these two little girls were examined by Dr. Malcolmson, who must be some very rare and special fellow. He testified at the inquest and he did a remarkable job at McMaster. I want to read to you what he says about Sheila.

"This child then appears to be a healthy child who has multiple, inexplicable bruises which do not usually occur at this age group in these areas, so that these are suspect. She has a history of parents who were abused, who have a difficult social history, with a father who is out of work and is questioning the paternity of the child in some ways.

"Subsequent to the admission to hospital, I spent multiple times talking to Mrs. McGill and the children's father. On all occasions, their reactions have been violent, accusatory and not wishing to participate in any sort of help. They come in late at night. They do not come in during the day to help their children. They come in episodically and without pattern. Because of the parents' resistance and reluctance to participate in any sort of an ongoing program to provide them with help to deal with these children, it is necessary at this time to go to the courts for the court's help in providing this sort of program.

"With this history, one wonders about deprivation and with this history one worries about the environment. If one had to set up a program one would have to have parents who wished to participate in this



sort of an ongoing program. This the parents do not wish to participate in, and I think the children are tremendously at risk from both abuse and neglect."

Six months later those kids were back in the home of the parents. It really does raise questions about the way the process works. I'm not any happier than you are about putting it before you but in the case of these children's aid societies and the way the judgement is exercised, I really have to wonder about it.

That was from the doctor. From the moment that little Jennie McGill was born on March 13, 1976, the public health nurse of the Hamilton-Wentworth health unit was worried about her and there is a report on file from her. The name of the public health nurse is Willock. On May 10, 1976, she talks about, "My concerns are mother's lack of parenting skills and her inability to meet the needs of the child; danger of abuse; failure to thrive; mother stated that she was overtired and would like the baby put away before she hurts the baby. I reported all of this.

"Home visit was made May 2. Baby was not seen. Mother reported that she was leaving for Vancouver and a friend will be taking care of the baby until she returns. Mother refused to give name and address of the friend."

There was all of this. Six to eight months later, the baby is back in the hands of the parents. I don't know how this process occurs, but I want to know. I think the minister wants to know. I think that the ministry wants to know, just as it knows in the Kim Anne Popen case, where the whole breakdown occurs, what it is about the pattern of child care that we have erected and about all of the authority that we have placed in the hands of a children's aid society which allows the whole thing to go utterly out of kilter.

It wasn't just the kind of stuff that they had on file in April, May and June 1976. It was all the information that the children's aid society had along the way. This is a relationship where violence and abuse is an integral part of the relationship. Both parents talk about it. It's not your world and it's not my world and it's impossible to comprehend. But the wife is regularly or irregularly beaten by the husband and considers that part of a marital relationship to which she is accustomed and about which she feels a natural extension of that relationship. It's all in the children's aid society documents, which I don't feel I have the right to read in terms of detail. These are parents who are on file as having a child-beating history themselves.

The children's aid society was fully aware of it. These are parents who were so ambivalent about that little child, Jennifer McGill, that within weeks of her birth they were talking of her adoption out and they only changed their mind unexpectedly at the last minute. All of this occurred in the period June to December 1976, while the children were in temporary wardship and thriving, both of them, in a foster home—thriving, that's what the reports say.

What allows the society and what allows all of the professionals to suspend judgement, when the array of evidence is so overwhelming, when they have medical reports, social work reports and public health nurse reports and all of the workups over the years? This is a family whose contact with children's aid societies went back for years. Above all, the children's aid society knew that they were very limited parents. When the mother, Geraldine McGill, had Sheila, I think she was 16 or younger—15 or 16. She must have had Jennifer when she was 17 years old. There was a very great difficulty in parenting generally and an enormous hostility to any agency that wanted to help.

For whatever reason, nonetheless up comes December 1976. It goes before the judge of the family court. The children's aid society doesn't say, "We want an extension of temporary wardship." The children's aid society doesn't say, "We must have crown wardship." According to the crown attorney last Saturday morning, the children's aid society said, "Here are the pros. Here are the cons. You judge. You make the decision."

That's not good enough. The children's aid society obviously again was under enormous pressure. I accept what the lawyer said, I guess, about their feeling they didn't have the resources even to cope with all of that. There's something wrong somewhere, something profoundly wrong.

Then what happens? The children go back into the family's care in December 1976. The children's aid society works with them as best they can. One of the reasons the children were returned was there was some marginal improvement. Mother had entered a family modelling course—home modelling, how you handle a home. Father had attempted to hold down a job. Along the way they had got married and formalized their relationship. There was some sense that maybe there was hope, but there was still an enormous hostility to the agency.

Then in April 1977, there is on file something from someone who is an exceptional social worker. I don't know who this Pearson



lady is but I think she's really quite special. She writes on April 4, 1977—remember the child was dead on August 3, 1977—"Super-vision of this family was given until December 1977. The situation appears to be deteriorating in that Jim and Geraldine have moved in with other family members and the housekeeping and care of the children appears to be substandard. It will be necessary for the new worker to monitor this situation very closely as these two children are in my opinion in a high risk situation. I should say I am presently visiting the home three times per week. It will be necessary for the worker to demand to see the children as Geraldine prefers to make excuses for their absence, especially if they have bruises or marks of any kind. Geraldine and Jim will only become hostile when things are not going well for them.

That was in April. It isn't as though the society and good people in the society didn't know that they were walking a real tight-rope with this case, while all around them was swirling the publicity of all the other child abuse cases. For reasons of immobility of some inexplicable kind, everything drifted. It just drifted.

Then in June 1977, both on June 14 and again on June 23, there were anonymous calls about child beatings. They had to go to the house and examine the children. And yes, they found a bruise on one occasion; and, yes, Jennifer's lip was healing, on another occasion. Yes, they knew how violent the father was. Yes, they knew that brutality was a regular part of the home. But they would kind of hang in, until the last contact which was, I think, the middle of July 1977. Obviously, that contact was too late.

I have a feeling that it's just not going to end with legislation and with regulations. One can't ask it to end; it's the human predicament. There are some horribly sick people who do terrible things to little kids. But it is really a matter of making the community more aware, it really is. And by the community one means the professionals as well.

I think the society was just probably in a desperate position; they felt under siege, financially. My God, you know every time you come to one of these things—in Sarnia, Lambton—the society took the stand and talked about its budget and how strapped it felt. In Hamilton the society took the stand and talked about its budget cutbacks and how strapped it felt. This just can't be allowed to go on. For the society to link in their mind the cutbacks with the death of a child is just intolerable, and if it is valid, then

it just can't go on. I don't know what you have to say to your colleagues in cabinet, but it is not human.

I have a feeling that one of the ways one gets around that is by having an inquiry when an inquiry is justified. I know you said "no" to an inquiry in the Ottawa case. We didn't agree with you; there should have been an inquiry in the Ottawa case. That Ottawa society has problems, we all know that. And that case exemplified those problems, and Paquette deserved an inquiry.

There are some people who say, "Well, a judicial inquiry, it raises unhappy things, blood-chilling things. It is destructive in the community."

It is not destructive in the community. The Kim Ann Popen inquiry in Sarnia is one of the most significant things that has happened in child care in a long, long time, because people began to understand the horror.

If you have got grounds, Mr. Minister, to set an inquiry or an internal examination, which, if you are afraid of the publicity, can then be reported upon, then for God's sake exercise it. Unless there is a kind of persistent, relentless focus on what happens in cases like this, we are never going to get to the end of it. All of the legislative goodwill in the world won't alter it.

I want to share with you an irony and recapitulate. When the judge in the family court in Hamilton extended the temporary wardship from September to December 1976, he gave as his reason, the statement of the facts upon which these decisions are based, the following: "Evidence of incompatibility of parents and inconsistency respecting treatment of children." Three months later he said, "Parents are now married and more compatible," and he returned the children.

I don't fault the judge. He heard the evidence; that's the decision he came to. But look at what you've got. You've got no charges laid, and you have a murder. You have a murder on your hands as sure as I'm sitting here, and no charges laid, for whatever reason. You have very peculiar circumstances in the hospital. You have some inexplicable circumstances around the children's aid society. You have some inexplicable circumstances around the problems with the crown and the police. Those things deserve ferretting out; those things deserve resolution. All the more do they deserve resolution because in your ministry you have correspondence and reports about Jennifer and Sheila McGill in February 1976 and in June 1976—and nothing happened. Not that you had any way of remedying it, but nothing happened.

[4:30]

You show me one where the fact situation isn't analogous in its inconsistency and in the inexplicable way in which things are handled. You have a case which really does merit a judicial inquiry, Mr. Minister. Or if you don't want to go that route, it merits an inquiry and a report to the Legislature, because that's the way the public becomes informed.

I guess I want to leave it at that. Although I want to say to you as a friend, rather than a politician, that there is something really gross when you know all your suspects and you know the child is dead and you can't even find out who did it and you can't even lay a charge. You can't even handle it. There is something really offensive about that. I guess there is an explanation. I just don't understand it as easily as some.

That's all, Mr. Chairman.

**Hon. Mr. Norton:** I don't intend to respond at length at this point. I do want to say thank you for what you have said, because in your presentation as a member of the committee you brought to my attention some aspects of this case that were not known to me before. I presume some aspects were not known to employees of my ministry before. I can assure you of one thing immediately—that I will be discussing this with my other colleagues who ought to have and will have a direct concern, I'm sure, in the events as you have outlined them. I will discuss it with them without delay and determine what is the most appropriate way to respond.

The case was disturbing enough on the basis of the information that I had at my disposal previously. It's even more disturbing now.

Perhaps I could ask Judge Thomson if he could make some comments on what some of the initial steps are that we have taken up to this point.

**Judge Thomson:** Mr. Minister, I can't speak to the issue of the crown and the police and what happened with respect to the criminal charge. We have no knowledge of that. Perhaps I should say something about what the division and the child welfare branch in particular has done as a result of that case. I agree with you that if we take just the mere fact of the tragedy of the child, that in itself calls for urgent action in two respects: First, that calls for a concern about the environment that the child comes from to ensure that there are no other children or persons at risk in that environment. Secondly, I think it does raise the issue of the capability of the agency as an agency to handle those types of cases.

With respect to the second point, I think there can be a risk of making a judgement about an agency based upon one of hundreds and sometimes thousands of cases. But there is no question that an incident like that calls into question its capability and requires us to respond.

With respect to the first point, I think you are aware that the sister and later the newborn child were taken into care and they have both been made crown wards of that agency. With respect to the agency as a whole I can tell you that in the summer of 1977, the summer of the incident, Mr. Heath, the director of programming, who is beside me, at that point was the program consultant for that area. He reviewed the intake files of the Hamilton agency, 266 of them, and the operating policy documents of that agency, in order to evaluate their capability to respond to these cases.

Subsequently, as part of a review done across the province, a sampling was done this summer of the present handling of child abuse cases by that agency by a special team of three people who covered the whole province. Their report will be available soon. In both cases the opinion of the persons who reviewed that handling was that that agency has good quality case management, handles its cases generally quite well and does have a good practice for dealing with high risk cases.

With respect to resources, at the time of Mr. Heath's review a decision was made to make a change in their 1977 budget which would allow that agency to retain its special services unit, which was an active unit with respect to child-abuse cases.

**Mr. Lewis:** Does that mean that they had lost it?

**Judge Thomson:** No. I think they were in danger of losing it as a result of the budget allocation, but they had not lost it.

Secondly, since that time, we have agreed to fund—that decision was made this year—a special management project with respect to child abuse involving all of the discipline in the community. In fact, we are providing \$95,000 for the first year of that as a pilot project around interdisciplinary handling of child-abuse cases. Perhaps if you wish, Mr. Heath can expand on that.

**Mr. Lewis:** Will it involve that agency?

**Judge Thomson:** It will involve that agency and a large number of other resources, including the police. I gather the group that's been specifically funded is called the Hamilton Council on Child Abuse. It's an interdisciplinary proposal which is the kind of proposal we're trying to fund, because you're



quite right in saying these matters are only going to be handled if all of the disciplines involved and relevant to them are involved.

**Mr. Lewis:** Just before Mr. Heath moves in, I was struck by something else the children's aid society lawyer said. I wish I understood some of these things better. He said with some agitation to the jury that he had a transcript of 500 pages beside him which was required to persuade the judge to take the two other kids, after Jennifer had died, into crown wardship.

I want to begin to understand what is going on when you've got a clear case of a kid who was killed in an environment—by whomever, but in an environment where the parents were present—and when you've got to go and get on your hands and knees to a judge to say, "Let us take the other two kids into crown wardship, given the circumstances."

Judge Thomson—with the emphasis on your title, sir—is that endemic to the judiciary? If I may make an argument ad hominem, it is almost as compelling as an argument which would say that once you've beaten up a retarded person, you shouldn't be returned to a role of care for that person. It seems to me that once a child has died from clear child abuse in a family, you shouldn't have to get on your hands and knees for wardship to protect a couple of other children.

**Ms. Gigantes:** Children are property.

**Judge Thomson:** I think I can respond to that in a way that does make some sense, although it may have been possible to introduce that evidence in another way. The application that was before the judge was with respect to a newborn child, so there obviously wasn't going to be evidence of abuse to that child. As you say, the evidence in support of the crown wardship is what had happened to the older child who had died. The question then becomes how do you tell the judge about that with respect to the formal proceeding. You really can't come into court and say, "Judge, do you remember you had a case last August or a year ago? Well, that child died and we just want to remind you of that now. Would you make this child a crown ward?"

There needs to be some formal offering of evidence to support that fact. In our amendments we've made it clear that the judge isn't going to need to have a transcript of what happened before. He can receive simply affidavit evidence, summarizing what's taken place before in earlier cases. But he has in some way, to hear about what's happened to the older child within this case, rather than

being told, "Would you just remember what happened some time before?" He's not allowed to do that. He has to receive something formal in front of him that tells him about that previous case, rather than being asked to pull out of his mind his recollection.

It's really an issue of the form in which the evidence had to be offered to the judge. I think that has now been clarified. Frankly, as a judge, I think that can be offered in another way. I'm just guessing, but perhaps as a result of the concern about the way evidence was offered in the Ellis case, which was another case like this, they probably were very careful to make sure they had a full transcript of what was said in the previous court cases so that the judge had that when making his decision.

I might say something about decision-making in the case. I want to stress that the agency, at the time that it went to court in 1976, took most of that evidence which you have outlined from a number of doctors and others to the court and presented it to the judge. In fact, it was seeking crown wardship of that child. The judge then made a decision not to make the child a crown ward. There was then a review date at which the agency provided an update to the judge and then again in December.

From our understanding of the case, I think the agency assumed that the judge knew what the position was. He had made a decision to make a temporary wardship order and he was asking, "Tell us what's happened since then."

It may be that the agency should have made clearer what their wish was in December, rather than simply providing an update of what happened on the basis of the judge having already said what he did say—a temporary wardship order. When you make such an order, it is with a view to possibly returning the child. That raises the whole issue of judgement, not just of agencies but also of courts.

I would say, without in any way commenting on a specific case and the judge's decision in that case, I think there is a need for extensive judicial training, in-service judicial training. Some of that is already in place. In fact, we have been given a day at the next judges' training program, which is this month, to present material on this very issue.

**Mr. Lewis:** Would that some of these things had happened before.

**Judge Thomson:** I agree.

Second, the act that is before the House does list a number of factors. Instead of saying to the judge, "Do what is best," it is say-



ing, "Look at these criteria and when you make one decision, tell us why you didn't make other decisions." In other words it tells the judge, "Don't just make a decision. Tell us what the plan is. Make sure the society has stated what its goal is so that you have something to measure performance against afterwards." That is the best way to improve decision-making, by telling people what they must look at in making decisions. I think that is equally true with the agency. That is why the standards and guidelines issues is so important.

Third, the matter of a lawyer is a very important one. As you have pointed out, when this case was before the court, the two parties were apparently represented and the third party, the child, was not. That is why it is important that these be cases, as a result of the amendment, where lawyers are appointed for children and the child is heard as a separate party, or at least issues relating to the child are heard at those proceedings.

Mr. Lewis: I think you are a very intelligent man and that you are going to be corrupted by bureaucracy. They should put you back in the courtroom three or four months a year to gain the front line again. I am listening to you and I am wishing you were in some courtrooms. I have the sense of a certain esoterica about the children's services division. You understand it all conceptually and you know what you want to do in writing and in print. But how the hell you get it understood by people out there and how some of these child care personnel grasp the conceptual rationales which you are enshrining in paper is something I just don't know.

That is what is so bothersome about a case like this because they are not stupid people. Intuition and instinct should tell people what is going to happen. You don't have to have it written down for you. Maybe you can make some tours, or have a circuit court occasionally or do something so that your colleagues comprehend.

Ms. Gigantes: This is a very serious problem, and I raise this point simply to back up what Mr. Lewis said. I am just going to make a subsidiary comment to the point he is making.

It came to my attention in the last six months that one of the members of the Carleton East NDP Association, a long-time member and a hard volunteer worker with the association, was refusing to take out his membership this year. I gave him a call, and I said, "Why? What is up? What are you thinking about?"

He said, "It is Stephen Lewis attacking the CAS. My wife works with the CAS in

Ottawa and what he said about the Pacquette case was most unfair."

I reviewed with him over the telephone some of the facts of that case, and he said, "Oh, I didn't know that." Those facts were plastered all over the papers in Ottawa; they were on television; they were on the radio. His wife worked with the agency and does still. That is the extent of the defensiveness that you are dealing with.

He has rejoined the NDP, you will be glad to know, but he has had to undergo personal re-education by me on this subject. I don't know what his wife thinks.

Mr. Lewis: His joining had nothing to do with me. He did it because of the postal workers.

Hon. Mr. Norton: Communication is a problem and it is one that we have to try to come to grips with. The same persons who don't read what is in the newspapers or listen to what is on the radio are not likely going to listen to me or to Judge Thomson or to others. It is a tremendous challenge in terms not of just the workers with children's aid societies, but of those people. If the spouse of the worker with a children's aid society, as you say, doesn't understand something of what has taken place, imagine—

Ms. Gigantes: What he understands is his wife's caseload, how difficult that is and how pinched that society is for resources. He attack was unjustified.

[4:45]

Hon. Mr. Norton: I think, without prejudging anything—

Ms. Gigantes: He therefore thought the attack was unjustified.

Hon. Mr. Norton: —there will shortly be a report available in considerable depth that may challenge that assumption.

Mr. Lewis: In that society?

Hon. Mr. Norton: Yes.

Mr. Lewis: I certainly hope so.

Hon. Mr. Norton: There may be problems in terms of allocations of resources in some societies and in some cases there may be genuine shortages. There are some societies, such as the one you cite, where I think there will be information available very shortly—I intend to make it available as soon as I have formally received it. This is the consultants' report.

Mr. Lewis: But don't let the opportunity go that these horrible cases present, or two years from now you'll have all your legislation in place; you'll have all your wonderful guidelines distributed—

**Hon. Mr. Norton:** And nothing will have changed.

**Mr. Lewis:** Maybe something will have changed, but you'll have two or three bizarre cases and you'll be falling all over yourselves to try to figure out how the devil it happened and where it went wrong and how communication broke down. It will turn out to be that the community still wasn't sufficiently exercised about reporting provisions and about getting the news to the people who can do something about it.

Where you can publicize these cases thoughtfully, and where it's justifiable, for God's sake, do it; do it, in the best sense.

**Mr. Cunningham:** In regard to publication of trials and prosecutions on these cases, I rather doubt, as laudable as I believe the legislation is, that Mr. and Mrs. McGill are going to sit down sometime and contemplate the legislation. That's not to say that even if a deterrent—even if greater communication were present in the Hamilton environment—this particular offence may not have occurred. But I think it's instructive to the community to realize that in Ontario this kind of thing is not acceptable.

The fact right now that this offence has occurred and that not a single charge has flowed from it, to me is very unfortunate. I think the circumstances surrounding it call for an inquiry, as Mr. Lewis has suggested. I really believe that. There is something very odd about the breakdown that occurred some time after the assistant crown's recommendations and the decision, whenever that may have come, not to prosecute. There's something very wrong—not right.

**Mr. Blundy:** I would like to speak briefly to support the request made by the member for Scarborough West for a judicial inquiry. In the Sarnia-Lambton area, when the Kim Anne Popen case first became known there was very little interest shown in the community. Nobody seemed to get exercised about who did what and who didn't do what. But as the judicial inquiry went on, there was not a social worker in the community who was not better-informed and more able to look after these sorts of things. The same applies to the police department.

It was just inexplicable even how the medical people reacted in the Popen case in not reporting and so forth. After that judicial inquiry had been held, there isn't anybody in the community who isn't aware of the dangers and what can go on if there aren't value judgements made by people who are in authority to do so.

I'm not claiming that anyone was inadequate or didn't do their duty, but there just

were too many people who didn't know what the other person was doing and judgements were not well made. That situation, I am sure, is going to be changed in the Sarnia-Lambton community. I think Mr. Lewis's plea for a judicial inquiry in the case of the McGill child in the Hamilton area should be given very serious consideration.

**Mr. Chairman:** Mr. McClellan.

**Mr. McClellan:** Are we sitting till 5 or 5:30?

**Mr. Chairman:** Till 5 o'clock.

**Mr. McClellan:** I just wanted to make one point with respect to Mr. Lewis's submission. I think there is concern in this Legislature and in the community that the budget allocations to children's aid societies since the beginning of the constraint period in 1975-76 is a factor in the difficulties that are starting to emerge in a number of tragedies.

Aside from all of the compelling arguments Mr. Lewis put forward with respect to how the case was handled, one of the merits of having an inquiry is to look as well at the issue of financial allocations to the children's aid societies in the light of their responsibilities. Those responsibilities are in a state of change and additional burdens and responsibilities have been placed on children's aid societies precisely at a time when they're under severe financial constraints. I expect the judicial inquiry in Sarnia-Lambton at least to address itself to the question of budget allocation and how well equipped the society was to do the job that it has to do. I expect that to be part of its report.

I think there is a need to have that question addressed as well with respect to the Hamilton society. I am not going to try to score political points on this issue or to take cheap shots, but suffice it to say that the concern is there. You and I are not going to lay that concern to rest through polemics, but I think the concern is a valid concern and the concern is sufficiently strong to justify an independent assessment. One of the ways of doing that—and I think a good way in the case of the Hamilton society because of all the other factors—and the logical way to proceed is by special inquiry.

**Mr. Chairman:** Shall this item carry?

**Mr. McClellan:** No. I have five or six points on item 2 related to other aspects of child welfare and day care. Maybe we could pick those up on Monday.

**Mr. Chairman:** I am quite prepared to call it a day if that is the wish of the committee. We'll reconvene on Monday after routine proceedings.

The committee adjourned at 4:54 p.m.

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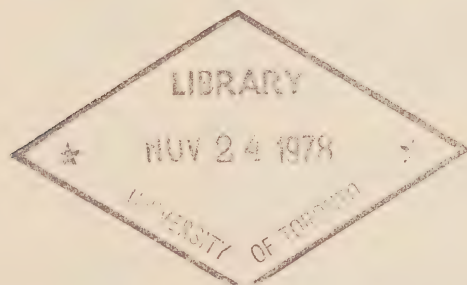


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**Second Session, 31st Parliament**

Monday, November 6, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, NOVEMBER 6, 1978

The committee met at 3:26 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (concluded)

On vote 2804, children's services program; item 2, child welfare and health services:

**Mr. Blundy:** On page 114, under item 2, there is an explanation at the bottom: Provision for inflation, increased caseload, and increased provision for child abuse projects.

I would like to ask the minister how many people in the ministry are involved with the child abuse branch or project? How many people are working full-time, how many part-time and how many if any are on contract? I would like to know the number of people involved.

**Hon. Mr. Norton:** Perhaps I could ask if Dr. Sohn would come forward. He is the director of the child abuse program in the ministry and he could give you the most up-to-date information in terms of the numbers of people involved in the ministry staff and the activity going on across the province as a result of that program.

**Dr. Sohn:** In the child abuse program itself we have five consulting staff, or program staff. These are people who work with community groups and with the demonstration projects. In addition we have three secretarial staff.

**Mr. Blundy:** And that is the total number in that particular category in the branch?

**Dr. Sohn:** That is correct.

**Hon. Mr. Norton:** Perhaps Dr. Sohn could also explain the activities in which the members of the branch are involved with groups across the province.

**Dr. Sohn:** The emphasis of the program is to stimulate and help local groups develop programs. We are doing this in a number of ways. We are doing this through encouragement of the development of demonstration projects to test out methods of prevention, methods of intervention and treatment.

We are also working with community groups to encourage them to bring their

several agencies together locally and we are doing that through interprofessional seminars, training projects and in consultation workshops. We are also now beginning to develop basic research and we are inviting community groups to come forth with proposals for basic research.

In that process, while we are talking about five program staff, we have increased our staff tenfold by finding allies wherever we can—in our own ministry's district offices, in the children's aid societies, in hospitals and elsewhere. We are identifying and working with a large number of people locally who, as a part of their regular work, are proceeding to help us in the work we are doing. So we will frequently receive reports from the Children's Hospital of Eastern Ontario. Generally, medical, social work and nursing staff are working with other communities in the Ottawa-Carleton area. The same thing is true with our Hamilton-Wentworth group and across the board.

So while we have in our office five people who work across the province, we have been able to increase that number through the identification and stimulation of allies across the province working with the program.

[3:30]

**Mr. Blundy:** Do these consulting people go out on a predetermined plan or are they going when requested by an area or a municipality?

**Dr. Sohn:** We are doing both. For example, with our professional training effort we developed a training package that sought to bring together professionals in each community to test out a training program where we systematically selected a number of communities and worked with them based on previous experience with those communities.

At the same time, we are responding to the call for assistance and advice from communities across the board. You will appreciate that a large number of communities come to us requesting assistance, to a large extent we are finding ourselves responding to requests for help as a result of initial efforts we generated back in 1976. We have created a mass demand.



**Mr. Blundy:** I wanted to ask another question under this same item; I refer to page 115 in regard to the number of children in care of children's aid societies. This record only goes back to December 1976, but I am told that there has been a general increase every year in the number of children in care in the children's aid societies. That's what prompts me to ask two questions.

We understand and are told by various other agencies that elementary schools are closing because there are less children in this particular age bracket; yet there are more children being taken into care. So what is wrong? Why are there more children being taken into care by the children's aid society? The number from an historical level is increasing every year, and yet at the same time the overall number of children, as suggested by the decrease in elementary school population, is decreasing?

Second, an increase of 22 is shown in the number of staff employed by the children's aid societies over December 1977. The growth in the staff does not seem to be as great as the growth of the number of children in care and we have heard from the children's aid societies that there are pressures on the front-line workers, the caseload workers in the children's aid societies. Is this staff increase of 22, small and all as it is, actually in caseload work or are these people involved in other areas of children's aid society activities?

**Hon. Mr. Norton:** Perhaps we should talk about the first part first. It is true that recently there has been an increase in the number of children in care, although that has not been the long-term trend. I don't know whether we have the data with us going back to the latter part of the 1960s, but there was a period of time when there was a decline in the number of children in care.

**Mr. Blundy:** But I have been told, sir, that in the last five years there has been an increase.

**Judge Thomson:** I could answer that. The increase has only been over the last two years. There was a fairly steady decline until then and in the last two years there has been an increase. There has been an increase in the last two-year period, with a fairly substantial one this year thus far.

**Hon. Mr. Norton:** In terms of the number of staff, what the staff is doing specifically I don't know.

**Mr. Blundy:** The first question was what do you think is causing this? Why is there this increase when, over the last two years

for instance, there has been a marked decline in the elementary school population? I would think a good deal of these people come from there.

**Hon. Mr. Norton:** I think there are probably many factors at work that are resulting in this phenomenon. One of the things I suspect is a contributing factor is the heightened awareness of the problems of child abuse. I'm sure this concern is reflected in the judgement of the employees of children's aid societies when they are faced with a questionable case on which perhaps previously they might not have acted to take the child into care. I think more of them are making that decision as a precaution, partly because of some of the terrible cases of abuse and death we have heard of in the last few years. I am sure that's had an impact upon the willingness to act so as to take a child into care.

There are other factors that have been influencing it for a long period of time. There is a continuing increase in family problems in our society. Family breakup, or breakdown if you wish, is continuing to be a problem. It's reflected in various ways in our ministry: I think in terms of the growth in the families in need of income maintenance assistance, for example. One of the areas of greatest growth is in the area of deserted families.

Where there are families experiencing those problems, there are more likely to be cases where the children for a period of time might require special assistance from the children's aid society or may have to go into care for a period of time. These figures, if I understand them correctly, do not indicate what the length of time is. But even if a child were in care temporarily pending the sorting out of some difficulties the family were experiencing, they would presumably be recorded in our data as a child who was in care during the course of that year.

I guess one could go on and identify many other influences that are contributing to this. I am sure there are as many as the identifiable problems we face as a society today that impact upon families and children. I can't answer specifically as to what the 22 additional employees would be doing.

**Mr. Blundy:** I hope they are caseload workers, rather than upper echelon people.

**Judge Thomson:** I don't know if I can speak for all of them, but certainly the changes in number of staff usually result directly from a change in work load within the agency; as the work load changes more staff come on. In some cases it may be supervisors of front-line staff, but I think in almost

all cases it would be people working with children and families because it's a change in the number of children and families that leads to the change in staffing.

**Hon. Mr. Norton:** Perhaps by way of a somewhat fuller response to your first question about the trend in terms of the numbers of children in care, I do have some data now that goes back to 1968. During the year 1968 there were 18,229 children in care; in 1969, 18,430; in 1970 there was a decline, to 17,807; in 1971 a further decline, to 16,319; in 1972, 15,110; in 1973, 14,269; in 1974, 13,718; in 1975, 13,904; in 1976, 12,962.

Then we see the trend over the last two years back up to 13,125 at the beginning of 1977; and in 1978, 13,625. Then as of August of this year 13,882. Is that over a 12-month period or is that—

**Mr. E. K. Taylor:** That's in care as of that date.

**Mr. Blundy:** Are you able to relate the number of children in care to the percentage of population or anything of that nature?

**Hon. Mr. Norton:** I don't have that breakdown on a per capita basis, but certainly it's clear that the trend until a couple of years ago was for declining numbers of children in care. Now there appears over the last two years to be an increase.

**Mr. McClellan:** Allow me to follow this up briefly: Presumably the increase is in the age group 10 to 17 years?

No, not necessarily? Without taking the time to go over the statistics now, could the ministry prepare a summary chart from 1968 to the present using the same kinds of age breakdowns shown in the blue book? I think it would be helpful to have that.

**Hon. Mr. Norton:** Okay.

**Mr. McClellan:** I wonder if I could deal for a few minutes with some day-care issues. First, I assume we still haven't heard from the Metro police fraud squad with respect to the 11 commercial day-care centres that were the subject of investigation?

**Hon. Mr. Norton:** No.

**Mr. McClellan:** I wanted to ask you whether the target for new day-care spaces in the blue book is accurate or not. I understand that it isn't. What I'd like to know is the number of new day-care spaces that were opened up in the province for 1977-78. The target showed a dismal figure of 215 spaces, with an actual achievement of 84; but I believe the actual number of new day-care spaces is better than that. Maybe you could just give me the figures.

**Hon. Mr. Norton:** I think the spaces referred to there are based upon capital available to create new spaces. They do not include spaces on purchase-of-service arrangements, which do not require capital funding for the building of the subsidized spaces.

**Mr. McClellan:** No, I don't want the increased number of subsidized spaces. I want the number of new day-care spaces, whether they're subsidized or unsubsidized, for Ontario.

**Hon. Mr. Norton:** Right. The point I wanted to make is that here you're looking at those where capital expansion was required, so you're seeing only a portion of the increased spaces. I don't think we have that information with us but we'll get it to you.

**Mr. McClellan:** Okay. Let me say that my concern remains that day-care expansion in the province appears to have come to a complete halt. I think that's simply intolerable. If you're able to disprove that, I would be happy to have it disproved, but on the basis of your capital program I only see an achievement of 84 spaces. Maybe we can come back to that in a minute if the staff are able to update that figure.

[3:45]

One of the things we have raised as a matter of concern has been the lack of a day-care advisory committee. We have expressed our regret at the untimely homicide of the previous day-care advisory committee, because it was doing very excellent work for both the ministry and the people of the province. They were setting out the issues confronting us in the day-care field and making reasoned and sensible recommendations to the government around ways and means of improving the quality of day care and of meeting the needs through a balanced program of day-care facilities. That vacuum continues to be felt.

I understand you are contemplating the establishment of some kind of an advisory committee on day care, and I would like to be advised about that.

**Hon. Mr. Norton:** I understand that we have received and are considering a proposal from the Ontario Welfare Council, but we have not yet an opportunity of responding to it. I don't know whether that's what you are referring to or not.

**Mr. McClellan:** Will that be an advisory committee that makes public recommendations to the minister?

**Hon. Mr. Norton:** Yes. One of the problems we are faced with at the moment as well, as I am sure you and other members of the



opposition are aware, is considerable pressure with respect to the number of agencies, boards and commission that exist to advise the government of various ways or to carry out certain responsibilities on behalf of the government or the people of the province; so there is considerable pressure to constrain, particularly in that area.

I myself have not had a chance to see the proposal, although staff are evaluating it, but it is my understanding that substantial amounts of money would be required to implement the proposal that has been made to us. On a very preliminary basis, I would say that if that's the case the likelihood of establishing any costly advisory body at this point in time is remote. Whether some less costly mechanism could be devised and agreed upon would be something we would have to examine further.

**Mr. McClellan:** Was the previous council expensive?

**Hon. Mr. Norton:** I don't know; it predated me. I think it predated everybody here, as a matter of fact.

**Mr. McClellan:** I won't belabour it. Let me suggest that, if you do set up an advisory council, I hope you will set it up so that it has the same kind of public visibility the previous council had, and that it isn't a body that deliberates in camera and makes its suggestions to the government in camera. I don't think that's helpful.

If you are going the route of an advisory council, it should be something that's equivalent to the other advisory councils—for example, the one on the physically handicapped: that is to say, that it makes its recommendations to the government as part of a public process; that it's available to the entire community and not something that's operating behind the scenes.

The third point I wanted to ask about with respect to day care is the ongoing problem of illegal day-care centres operating in Metropolitan Toronto. How many illegal day-care centres or day nurseries have been discovered to be operating in Metro since January 1978?

**Judge Thomson:** There is one we are in the process of prosecuting—that's the one at Glencairn Avenue—but I'm not sure that we know of others that are operating illegally at this point.

**Hon. Mr. Norton:** The only one that we're aware of at this point is the Glencairn one currently being prosecuted.

**Mr. McClellan:** When was that discovered?

**Hon. Mr. Norton:** It would appear that we were informed of that one, or became aware of it, in May 1978. There was the North

York one last year, but it wouldn't be relevant to your question.

**Mr. McClellan:** A member of the Metro social services day-care advisory committee is concerned that the number of underground day-care centres is still a big problem. I don't have any data, but I gather this one was discovered through a phone call to a school principal. If it's the same one, it was discovered through a phone call to a school principal asking for names and addresses of day-care centres that might be operating in the district around the schools.

**Hon. Mr. Norton:** I don't know the specific details. It is my information that we were initially advised by someone from the board of education. Who that might have been, a school principal or not, I don't know.

If anyone has any information that leads them to believe there are illegal day-care services operating, even if it's only information that we might use for further inquiries ourselves, we would certainly appreciate receiving it so we could follow up on it. We can never be certain we have detected all of them. Sometimes neighbours or people in a community can become suspicious if they see children being taken to a home in the morning and picked up during the day. If they have any suspicions, we would appreciate their information so we could pursue the matter.

**Mr. McClellan:** It's a difficult issue to deal with. I normally don't like to raise vague concerns, and I'm afraid this is probably in the category of a vague concern. It's something that recurs; people keep expressing concern that there are bootleg day-care operations continuing to operate in Metro Toronto and that they tend to be mobile. They do move around and are difficult to track down. The one in North York, finally discovered last year, had, I gathered, been in operation for quite a while and had been moving around from place to place, busing children from pickup points in different parts of the city to wherever they happened to be operating at the moment. Perhaps your own staff might be a little more active in trying to deal with this. Perhaps it might be worthwhile to contact school principals, for example, and get a list of centres that school principals are aware of within their school districts, then do some cross-checking to see whether the number of licensed centres and the number of centres on the principal's list correspond.

Do we have an update on the day-care spaces?



**Judge Thomson:** The woman who is out obtaining the information hasn't returned yet so I don't think we have the update.

**Mr. McClellan:** I just have a list of short questions and that is pretty well it.

**Mr. Chairman:** Would you permit Mr. Sweeney one supplementary?

**Mr. Sweeney:** It just has to do with day care, while we are on it, that is the only reason I mention it.

To the minister, Mr. Chairman: The mayor of the city of Waterloo, as a member of the Waterloo regional council, made a proposal a couple of weeks ago that the region should abandon operating its own day-care centres and have only privately operated centres and home centres. The rationale given was that the cost per child within the regionally operated centres was considerably higher than that charged by the private centres, and therefore with the same number of dollars they could provide a service to a larger number of children.

Now two questions: First, does this in any way reflect the thinking of the ministry? Two, how would you react to that kind of a proposal?

**Hon. Mr. Norton:** It is not a question of reflecting the thinking of the ministry. I think there is fairly substantial evidence to indicate that that observations is correct, the cost is often higher in municipally operated day-care centres.

Although one might immediately assume it relates to the quality of the service, certainly in terms of my personal experience that is not necessarily a valid connection to make. I don't wish to get into anecdotal things, but in my own community I know the first day-care centre was a private, charitable day-care centre, very well operated with a high quality of service. The municipally operated centres that have come onstream since are not, to the best of my knowledge, offering any higher quality service. There is usually less volunteer input by way of certain professionals who volunteer to help with the centre and so on, but the overall result is that the cost of the private, charitable service is lower than the municipally operated one.

When you get into some private operations which may not be charitable then there may be some questions about the operations—as I am sure Mr. McClellan would hasten to remind me with respect to one in particular that has been of considerable concern to himself and to others. How one would explain that, other than that there may be more volunteer input in the charitable operations, I don't know.

**Mr. McClellan:** I have always been under the impression, and it certainly seems to be true in Metropolitan Toronto, that the municipal centres pay more adequate salaries.

**Hon. Mr. Norton:** That may well be the case, I don't know.

**Mr. McClellan:** We have the long-standing problem of day-care staff who are very highly skilled staff doing a very sensitive job, in many cases receiving just grotesquely inadequate salaries within the Metro social service day-care system. The staff has the protection of a collective agreement, and to some extent at least are beginning to be paid adequate salary commensurate with the work, whereas in the private sector that doesn't appear to be true.

[4:00]

**Mr. Blundy:** That's the main reason for the higher costs, I believe.

**Mr. Sweeney:** Unless I missed it, I don't think I heard you say whether or not this in any way is a reflection of the ministry's thinking as to the way in which a municipality should think of proceeding. In other words, is this an isolated suggestion by the mayor of a city or does she get this suggestion from some other source?

**Hon. Mr. Norton:** She certainly didn't get it from the ministry, to the best of my knowledge. I do know that a year or so ago I was aware that at least one other municipality was considering a similar move. I don't know whether they did or not, but they were considering having private operators—I don't know whether it was charitable operators or not—take over their own directly operated day-care service for similar reasons. That's not something which is being promoted by the ministry.

**Mr. Sweeney:** Is there any different kind of funding from the ministry if a municipality chooses to operate one way rather than the other?

**Hon. Mr. Norton:** No, we share in the cost.

**Mr. Sweeney:** In terms of actual dollars, is it to the advantage of the municipality to operate one way or the other?

**Hon. Mr. Norton:** No, it's not. I suppose there might be a problem in some cases at the moment with the shortage of capital. If they were wanting to build a new building of their own, we haven't had capital to cost-share in that in the last while. Under those circumstances they may tend to look more toward purchase-of-service arrangements from a charitable organization. If they had the physical facilities already and

weren't looking for new capital, there would be no reason of which I'm aware that would make it more economical for them to proceed one way than the other.

**Mr. Sweeney:** I have one other question. How many times can a day-care centre get permission or an order, or whatever you call those things, to continue to operate temporarily when it's been demonstrated they're not operating within the guidelines? Is there any limit to the number of times that can be repeated?

**Hon. Mr. Norton:** I'm not sure there is any statutory limit. It would depend upon the severity of their departure from the guidelines. I'll see if I can get you a more precise answer on that as an indication of how often it has occurred.

**Ms. Ramsden:** I just know that it happens, and sometimes repeatedly. If there is a need for upgrading the training that can take a while, where the person is trying to meet the criteria.

**Hon. Mr. Norton:** There is no set number. I am told that in those circumstances where it has occurred repeatedly, it is usually related to upgrading training to meet the criteria; the actual completion of the training requires a period of time which results in periodic reviews and renewals pending the completion of that.

**Mr. Sweeney:** Who in your staff has, or at what level in your staff is there, discretionary power to simply say: "Look, enough is enough; we're not going to issue any more of these"?

**Hon. Mr. Norton:** Certainly the director would have that discretion.

**Mr. Sweeney:** It seems in some cases as if they just go on and on interminably. The question has been raised with me as to where they draw the line.

**Hon. Mr. Norton:** If you have a specific case in mind we could perhaps respond more specifically; but I would think, generally speaking, it would depend on the nature of the departure from the guidelines and the progress that was being made toward coming within the guidelines during that period of time. If it was the type of situation that represented a risk to the children, then obviously it would not be something that would be delayed or dragged out over a period of time.

**Mr. Sweeney:** Does it have anything to do with the fact that the children who are in that centre may not have any place to go if it's closed down? Is there a relationship there?

**Hon. Mr. Norton:** No, not that I am aware of. If you recall, in the case of Mini-Skools in Toronto we were able to find very quickly, within a matter of two weeks, alternative placements for approximately 350 children.

**Mr. Sweeney:** That's not a rationale.

**Hon. Mr. Norton:** I wasn't suggesting it was a rationale. I was just pointing out that, normally, the fact that there were not apparently other spaces for the children would not in itself be an excuse for extending it if, in fact, the children who were there were perceived to be at some risk.

**Mr. McClellan:** Maybe I could ask a question with respect to the budget of the Children's Aid Society of Metropolitan Toronto. Parenthetically, for the life of me, I can't understand why you would be hassling the Metro CAS with respect to its budget allocation particularly at this time. I gather the amount in dispute is something in the order of \$400,000.

**Hon. Mr. Norton:** It depends on what you include. In fact, it may be less than that.

**Mr. McClellan:** Can I ask for a progress report on that?

**Hon. Mr. Norton:** They have opted to go for a board of review I believe that all the parties now have been designated by the society, by the Ontario association, by the municipality and by the ministry.

**Mr. McClellan:** Is the municipality contesting the allocation?

**Hon. Mr. Norton:** I don't know specifically whether they are. I am not aware of that, but, of course, they are a party to any review.

**Mr. McClellan:** But presumably the budget has been approved by the Metro social services department.

**Hon. Mr. Norton:** I would assume so, yes. That probably took place a while back.

**Mr. McClellan:** Right. So why are you disputing it?

**Hon. Mr. Norton:** One of the issues relates to certain matters where the society was presented with certain guidelines for parts of its budget in the late fall of last year. In fact, when the budget came in, they were not within it for reasons that were beyond our direct influence. That is one thing that remains at issue. In fact, if it becomes necessary to establish certain guidelines because of the availability of funds to allocate to societies across the province, then I think it's important, especially considering that some other societies with similar guidelines did adhere to the guidelines proposed, that we make sure that—



**Mr. McClellan:** What are the program areas covered by these guidelines that are in dispute?

**Hon. Mr. Norton:** It wasn't a specific program area. It related to the global increase in salary allocations and the increase in foster-care rates. One of the things we have to deal with is that, over the years, there have developed some very significant discrepancies between salaries paid in various societies across the province and in foster-care rates. One of the things we hope to achieve is some greater degree of equity across the province in terms of both the remuneration for the work done by employees of the societies and payment for the basic costs of foster care.

Actually, I was very pleased, generally with the way in which societies did respond to the guidelines. The Metro CAS did not.

**Judge Thomson:** Mr. McClellan, that's the only issue before the board of review, the fact that the guidelines were sent out about one year ago today, well in advance of the decisions made by the agency on those two issues, and that decisions made by the agency were in excess of the guidelines. The position of the ministry on that was made known to the agency a number of months ago, although we're only now getting to the review committee. I think in the next couple of weeks, in fact, the hearing will be held.

**Mr. McClellan:** Can we have your commitment to abide by the decision of the review committee?

**Hon. Mr. Norton:** I think it would be presumptuous of me to indicate at this point, before I see what the recommendation is, what my response will be. The review committee, of course, makes a recommendation to me and I think that I should not make any judgement on that until I have seen what their recommendation is.

**Mr. McClellan:** It seems to me that the issue is related to the discussion we had at the last session. One of the things you are going to have to do, I think, is both to upgrade the level of staff in children's aid societies and second, in those societies where there is a high level of professional competence to maintain adequate remuneration for professional staff. You can finance children's aid societies on the cheap, if you will, but you will pay for it. You won't get the best people there; it's as simple as that.

I hope you will abide by the decision of the review committee on this. It's disconcerting, when we have established a review committee by statute, to hear ministers say they may or may not abide by the recom-

mendation of the budget review committee depending on whether they like it or not. Surely that's not the purpose—

**Hon. Mr. Norton:** That's not what I said.

**Mr. McClellan:** That's what it sounded like.

**Hon. Mr. Norton:** I said I didn't think it was proper for me to indicate my reaction at this point, when a board has been struck for the purpose of holding a hearing on the basis of which it will make recommendations. I would expect the recommendations will be accompanied with some indication of the reasons; I think I should weigh those before I make any response, otherwise it would seem to me that it would make something of a joke of the whole process. It seems to me that if they exist for the purpose of making a recommendation and providing some justification for the recommendation they make, then I should try to be as open-minded as I can until I receive that information,

**Mr. McClellan:** At which point you will stop being open-minded.

**Hon. Mr. Norton:** I will absorb what they recommend.

**Mr. McClellan:** But the function of the review board, surely, is to provide an independent review; however, I won't belabour it.

**Hon. Mr. Norton:** I can assure you it will be a very persuasive part of the decision-making process.

**Mr. McClellan:** Again, it is directly related to the issue of professional competence of the societies, and it gets reflected in salary levels. It really, in a sense, is as simple as that. There are other factors, certainly, but when you get to the bottom line, if you're not prepared to pay for the best staff that you can get then you will get second-best staff.

To turn to another issue related to child welfare, we had some discussions during the hearing of the appropriate roles of lawyers in relation to boards of directors of children's aid societies, and Mr. Rutherford was helpful to us in setting out what constitutes a conflict of interest. Have there been any further developments with respect to the lawyer for the Popen family in the matter now before the judicial inquiry, or are you awaiting the report of the judicial inquiry?

[4:15]

**Hon. Mr. Norton:** No, we are awaiting the report of the judicial inquiry. As you know, the inquiry has concluded and it's my



understanding the judge is now preparing his report. We'll obviously wait to see if he has any specific recommendations to begin with.

**Mr. McClellan:** Another matter was brought to my attention. I understand you've had discussions with the children's aid society of York region with respect to a separation settlement for the director of that society, is that correct?

**Hon. Mr. Norton:** I have not personally had any discussion with them. I think Judge Thomson had a meeting with them today as a matter of fact. I've had correspondence with them on this and I'm aware of the problem.

**Mr. McClellan:** Can we have a progress report on that? The settlement, I guess, was an overrun in their budget.

**Hon. Mr. Norton:** Since Judge Thomson has not yet had a chance to indicate to me what transpired at the meeting, it might be a little precipitous for us to discuss it here until I've had a chance to hear it. Perhaps we could discuss it in more general terms rather than on the basis of the specific meeting that took place today.

**Mr. McClellan:** Without getting into specifics, has the ministry—well it's hard to deal with it, but has the ministry agreed to pick up the cost of settling with this director?

**Hon. Mr. Norton:** The minister has not; and I hope there have been no other undertakings of which I am unaware at this point.

**Mr. McClellan:** I gather that issue remains in dispute, if you want to call it a dispute.

**Hon. Mr. Norton:** Discussion.

**Mr. McClellan:** The reason I'm raising it is that I understand the lawyer for the director of that society was the husband of a member of the board of directors.

**Hon. Mr. Norton:** I don't know whether that's so or not.

**Mr. McClellan:** May I ask the minister to pursue that?

**Hon. Mr. Norton:** Could I get it straight again? The lawyer was the husband of a member of the board?

**Mr. McClellan:** The lawyer for the—

**Hon. Mr. Norton:** Director?

**Mr. McClellan:** —for the director who was paid a fantastically generous separation settlement, which has caused the society to be in a deficit with respect to its budget. The director's the husband of a member of the board of directors.

**Hon. Mr. Norton:** I don't know that, but we can check and see if that was the case.

This relationship becomes more complicated all the time.

**Mr. McClellan:** If this is substantiated, it indicates an ongoing need for some overwhelmingly clear directives to boards of directors of children's aid societies with respect as to what constitutes conflict of interest. When conflict of interest is discovered, the appropriate disciplinary action should be taken with the Law Society of Upper Canada. I don't think we can tolerate these kinds of situations.

**Hon. Mr. Norton:** We certainly can't live with those kinds of settlements, I can tell you that.

**Mr. McClellan:** No. I will expect you to pursue that and report back, by correspondence perhaps, on what you find.

**Hon. Mr. Norton:** If that should be the case, we will also communicate with the Law Society of Upper Canada in terms of their guidelines.

**Mr. McClellan:** Yes. If I may, I'll just complete my series of questions and that basically exhausts my interests.

**Hon. Mr. Norton:** I have an answer on your day care question, if you'd like to discuss it.

**Mr. McClellan:** Yes, if we could.

**Hon. Mr. Norton:** In terms of the number of spaces in day care—

**Mr. McClellan:** New spaces, brand new spaces.

**Hon. Mr. Norton:** Can I give you the total numbers and you do the mathematics? It's probably more reliable than having me do it for you. I have it from 1974-75 up to the present; is that okay?

**Mr. McClellan:** Sure.

**Hon. Mr. Norton:** The first figure I'll give you is day-care centres and then total number of spaces. In 1974-75, centres 1,092, spaces 40,379; in 1975-76 centres 1,182, spaces 43,115; in 1976-77, centres 1,335, spaces 49,697; 1977-78 centres 1,357, spaces 50,722; to date in 1978, centres 1,408, spaces 51,929. That would seem to indicate that to date this year there has been an increase of about 1,200 spaces?

**Mr. McClellan:** I suppose it goes without saying, the only figure I'm really happy about is the one between 1975 and 1977. That cumulative total was a substantial accomplishment and reflects the wisdom of the day-care capital expansion program as a method of proceeding. It also reflects that subsequent developments have been tragically inadequate.

Just one question on local children's services committees. I'd like to ask the ministry to provide me with a summary description of each of the four proposals that have been approved and are currently in place or are in the process of being established; we still don't have that.

**Hon. Mr. Norton:** Right. We can provide you with that.

**Mr. McClellan:** Finally on that point, I gather you still haven't come to a determination with respect to the fifth local children's services committee.

**Hon. Mr. Norton:** No.

**Mr. McClellan:** That it will be somewhere in northern Ontario.

**Hon. Mr. Norton:** Yes. Obviously there are specific concerns in northern Ontario relating to geography and various types of local government organization. We want to work with the residents of northern Ontario in order to resolve these concerns in terms of a proposal we can establish as a pilot operation.

**Mr. McClellan:** How soon do you think you might have a decision on that?

**Hon. Mr. Norton:** I really don't know what we could look to as a realistic target date for that. Apparently we have staff working with groups in northern Ontario at the present time in developing a proposal, in some cases building upon work they have already completed.

**Judge Thomson:** Most northern committees are asking for some assistance for a period of time to work toward a proposal. They don't want to make a final proposal at this time. Only one northern community presented something in the spring, although agreeing it really was a preliminary discussion of the issue and they wanted more time to look at it. So we really don't have a specific proposal yet from the north to which we can respond one way or the other. We have a number of communities that are working with us towards that though.

**Hon. Mr. Norton:** Sudbury might disagree with that; that's the one we received in the spring. They have a very active working group in the Sudbury area.

**Mr. McClellan:** Right, and I gather they have an active working group in the Thunder Bay area. Perhaps there would be merit in more than one proposal from northern Ontario; assuming that without question meritorious proposals will come forward from a number of communities in view of the long-standing needs of northern communities. Are you open to that?

**Hon. Mr. Norton:** I can assure you we're open to a variety of alternatives in the north. The north being as diverse as it is, something which may be established in Thunder Bay or Sudbury may not be appropriate for Cochrane or Timmins. It's really quite a diverse area of the province, based on most of the parameters we've used in the others in terms of local government organization and dispersal of population and so on.

**Mr. McClellan:** Have you had a chance to see the October issue of the Ontario Association for Children's Mental Health Centres newsletter?

**Hon. Mr. Norton:** I haven't.

**Mr. McClellan:** Have people from the ministry? They had commissioned a study of OACMHC—member centres to determine the number of outpatient services being provided by member centres. They were doing it, I guess, in the light of the table that was listed on page six of your program priorities for children's services in 1978. It indicates quite an interesting discrepancy. The program priorities documented indicated there were a total of 1,613 outpatient program places operating under 64 centres throughout the province. The OACMHC survey indicated that within 40 agencies, which was about 60 per cent of the total agencies in the field, there was a total of 3,366 outpatient places. Would you know what would account for that discrepancy? You don't seem to know with any degree of accuracy what services are actually being provided by agencies in the field.

**Hon. Mr. Norton:** Although I haven't personally had a chance to see what's there, we are prepared to recognize they are probably more accurate than we are in the data, because they had obviously more data available to them than was available to us at the time.

**Judge Thomson:** In the way they're funded they allocate their dollars to the services after the global budget has been agreed upon. They have been moving substantially into non-residential services. I think you will find somewhere in that program priorities paper a statement that we were unsure of the breakdown in the children's mental health area, that we were not positive of our figures in that area. I think that their figures are much more correct than the figures we had in the program priorities paper. Once we finish the residential questionnaire and then the non-residential questionnaire, we will be able to answer that question for all our services with some real



accuracy, which was not possible at the time the program priorities paper was created.

**Mr. McClellan:** I have to confess that I just received this and I don't understand the significance of the discrepancy at all in terms of funding.

**Hon. Mr. Norton:** I can give you an illustration, which I'm not sure is an accurate explanation of why, in each case or in the totality of cases, that discrepancy should arise. Although we approve funding, as I understand it, on the basis of budgets that are submitted to us, we have not had line-by-line control of the budgets once the allocation has been made. What had been happening, which was not reflected in the budgetary material we had from the centres, was that after the total allocation had been made they had been reallocating more money into those areas of service than was reflected in the information we had on the basis of what we had approved. Other agencies might well have done that as well and during the course of the year we would not have line-by-line control of how the money was being spent day to day.

[4:30]

**Judge Thomson:** The association wanted to make that point very strongly, that in fact they had moved a substantial amount of their resources into the non-residential area; they wanted to clear up what they saw as an inaccuracy in the program priorities paper. That's why they engaged in the questionnaire. They've just sent that to us. I got the results of the questionnaire from them about a week ago.

**Mr. McClellan:** Right. They also make the point that the program priorities chart doesn't indicate that some of those mental health centres are undertaking preventive programs. In fact the survey indicated that as much as 4.5 per cent of the budget of centres may be allocated towards preventive programs.

I'm curious to know how you intend to develop a more accurate budget reporting system so that you will, in fact, know what is happening with your money.

**Hon. Mr. Norton:** Well that's work that's currently under way under Mike Ozerkevich. Do you want to indicate, Mike, what direction we're working at in terms of the proposals?

**Mr. Ozerkevich:** Part of the problem that's existed in the past is that in many agencies that were transferred to the division, negotiation took place on a global basis, line by line, and then the budget was turned over

to the agency on a global basis with no requirement to report back what happened on the line. What we're working toward now is a system that first of all would have us getting information line by line from agencies that we fund and devising a negotiation format that would be in true fact negotiation line by line and holding line by line. As a result we have not had the kinds of information that the OACMHC has had in the past as to where they're allocating their dollars.

**Mr. McClellan:** I would think it would be important that the ministry, and the agencies through their association, come to an agreement on a base level of funding.

If you have one perception of what it is the agencies are doing and the agencies are clearly doing an entirely different set of program activities, that could get into major problems when you move towards standardizing your funding and going into a new set of negotiations. I'll hope you'll take this material under advisement and develop a base for future negotiation that actually reflects what it is agencies are doing, not, if I may say, your own inadequate perceptions of what the agencies are doing. I assume that is your intention.

**Mr. Ozerkevich:** It is.

**Hon. Mr. Norton:** Yes. I think when the proposals are available, hopefully before the end of this year—

**Mr. McClellan:** Keep up the heat.

**Hon. Mr. Norton:** —most of those concerns will be resolved. We recognize it will take a period of time to implement. It's not the sort of thing that once the proposal is completed, say the first of January or the first of the next fiscal year, everything will be in place. I recognize it's probably going to take a matter of a couple of years to see it fully implemented. That's keeping up the heat too; we don't have any back burners in the ministry, as I said the other day; especially today in children's services.

**Mr. McClellan:** Maybe not in children's services, but there sure are an awful lot of back burners in other parts of the ministry; and we've discussed some of those, senior citizens' services pre-eminently.

**Hon. Mr. Norton:** I'd even disagree with you on that. It's just that the level of temperature might be a little higher in some areas than others, but the heat's still on.

**Mr. McClellan:** One final item that the member for Windsor-Riverside (Mr. Cooke) had asked me to raise, since he has other commitments this afternoon. Can we have a



progress report on the proposal for a community co-ordinator in the Windsor-Essex community with respect to that area's child abuse program?

**Dr. Sohn:** We're in the process now of arranging to meet with representatives of the community committee which has made its proposal to us. We have a number of serious questions about the method by which they have developed their proposal; we'd like to help them to review and hopefully to revise their proposal.

**Mr. McClellan:** I gather you have made a number of suggestions to them around the definition of the community co-ordinator.

**Dr. Sohn:** That's one of the concerns, yes.

**Mr. McClellan:** I gather from what you're saying now that you're anxious to meet with them and help them to refine the proposal along the lines of your written response to them.

**Dr. Sohn:** Yes, correct.

**Mr. McClellan:** Have those meetings actually started?

**Dr. Sohn:** No, in fact my understanding this afternoon is that dates are being sought that will be acceptable to them.

**Mr. McClellan:** As I said, this is a matter in which Mr. Cooke is very interested and on which he is anxious for a satisfactory outcome. I've had a chance to look at the proposal and I think it would be a very useful service to the community.

**Dr. Sohn:** I would agree.

**Mr. McClellan:** Thank you.

Item 2 agreed to.

Item 3 agreed to.

Vote 2804 agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Community and Social Services. Mr. Blundy has a question of the minister on another matter.

**Mr. Blundy:** I want to get a little parochial now and ask you about the ongoing funding of neuropsychological services in Sarnia-Lambton. You will recall we met with you and put our case for that need. There was some discussion at that time, that in view of the fact that the two boards of education, the Lambton county board of education and the Lambton county separate school board, were utilizing to a certain degree a certain per cent of the time of the neuropsychological man they have now, that perhaps the continuing funding of that service, which is considered vital in our community, might be shared by the Ministry of Community and Social Services and the Ministry of Education.

I discussed it further with the present Minister of Labour (Mr. Elgie) while he was still your parliamentary assistant and he said that there were going to be some conversations on that matter. I wonder if you have anything further to say regarding the question in general, but in particular regarding funding shared by two ministries.

**Hon. Mr. Norton:** I can't tell you the status of that at the moment. My recollection—and it just is recollection—is that there has been an interim arrangement pending a longer-term resolution.

**Mr. Blundy:** That's correct; it's the longer-term resolution that I am wondering about.

**Hon. Mr. Norton:** The person within the ministry who has been doing that, Mr. Alan Leslie, is not here today. I wonder, could I have Mr. Leslie call you tomorrow and bring you up to date on that?

**Mr. Blundy:** I'd be glad to hear from him about it. The salary of the neuropsychologist is being funded now, of course; but it's the long-term approach that I am interested in following up.

**Hon. Mr. Norton:** I'm not sure what progress has been made on the long term, but I'll have Mr. Leslie give you a call tomorrow, if he's in town, to bring you up to date on that.

**Mr. Blundy:** All right. I appreciate that.

**Mr. Chairman:** I should indicate to the committee that tomorrow, after routine proceedings, we will be studying the estimates of the Social Development policy field.

I want to thank the minister, the ministry staff and the members of the committee for their co-operation.

**Hon. Mr. Norton:** Before the committee adjourns, Mr. Chairman, I would like to reciprocate and thank you and the members of the committee for your co-operation as well. I am particularly pleased that the estimates are winding up a little earlier than otherwise might have been the case. As I am sure you might guess, there are a number of other things simmering on the front burners at the moment that I'd like to be devoting a little more time to, and I appreciate very much your co-operation.

If any of the members of the committee have further questions that they may not have had an opportunity to raise during the course of the estimates or that arise at any time in the future, please get in touch with us and we'll try to give you the fullest information we can.

The committee adjourned at 4:42 p.m.

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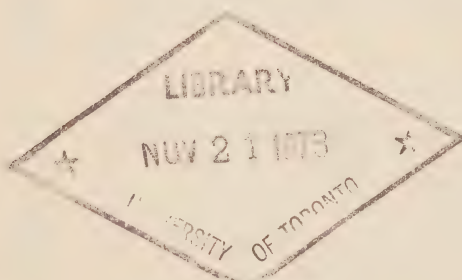
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# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Social Development Policy



**Second Session, 31st Parliament**

Tuesday, November 7, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, NOVEMBER 7, 1978

The committee met at 3:45 p.m.

## ESTIMATES, SOCIAL DEVELOPMENT POLICY

**Mr. Chairman:** I see a quorum. As the committee knows, we are dealing with the Social Development secretariat today. To start off, Mrs. Birch has an opening statement.

**Hon. Mrs. Birch:** I would like to make just a few comments on the introduction of the estimates of the Provincial Secretariat for Social Development. Let me briefly outline major activities and co-ordinating functions with which the secretariat is involved.

I believe members will recall that the speech from the throne promised we would review policies and programs as they affect families. During the summer we appointed a committee on families with representation from nine ministries. Its aim is to assist in developing policies and programs to enhance the role and authority of the family. We plan to issue reports and discussion papers over the next two years. These will form the bases for public consultation. The first paper is to be ready by the end of this year.

It is interesting to note that even at this preliminary stage we can already see some myths will be debunked. For instance, the committee is not convinced there is a decline in either the quantity or the quality of family life. While we are aware of the rise in the divorce rate and the decreasing birth rate and that these are often quoted as symptoms of decline, statistics show otherwise.

In 1951, Statistics Canada showed the average number of children per family in Ontario was 1.4. By 1976, that had increased to 1.5. In 1951, 36 per cent of all Ontario's family units were childless couples. By 1976, that figure had dropped to 30.9 per cent. In 1951, 85.7 per cent of Ontario's population lived in families, but by 1976 the numbers that had chosen to live in families had increased to 88 per cent. I think these figures will surprise many who see the family as an outmoded institution. Perhaps in Ontario we are almost too conscious of social problems elsewhere. Part of the job of the committee on families is to apply an Ontario perspective.

Another of the secretariat's current responsibilities is co-ordinating government activities for the International Year of the Child. The United Nations declared 1979 the Year of the Child in order that government and individuals especially concern themselves with their children. The Premier (Mr. Davis) and all of my cabinet colleagues have pledged their support, and ministries and agencies have been most enthusiastic in planning projects. I would like to give you just a few examples.

The Ministry of Health has already embarked on a neo-natal screening program to identify newborn infants with hypothyroidism or deficiency of the thyroid hormones. Support will be added through the Ministry of Community and Social Services in a publicity campaign to inform the public and professionals that some types of mental retardation can indeed be prevented. Among other projects, the Ministry of Community and Social Services will establish a number of children's services with \$4 million which has been earmarked from the provincial lotteries.

The Ministry of the Solicitor General has recruited the support of the Ontario Provincial Police through its community service workers who will highlight the International Year of the Child in visits to schools and local organizations. The Ministry of Correctional Services has informed us that inmates and probationers will take part too. They will construct playground equipment, maintain ice rinks, contribute musical talents to high schools and transcribe school projects on to tapes for the use of blind children.

I am sure you are aware that the secretariat recently published a report on group homes. An interministerial working group explored the subject and came up with what I consider to be an excellent report, setting out the issues which we hope will assist the municipalities in accepting the concept of group homes. On our part, we have set down standards which should allay the reluctance of some communities in accepting their responsibility in this area.

We hope to demonstrate the provision of family-style environment for various segments of our population, including the aged, the physically handicapped and children, is

both desirable and necessary. We are continuing our involvement by co-ordinating the efforts of several ministries in a public awareness program to gain public support for the establishment of more group homes.

The estimates of the youth secretariat also form part of our discussions and under the capable leadership of my parliamentary assistant, Terry Jones, the youth secretariat has been involved in many activities. We all know that young people frequently experience difficulty as they make the transition from school to work. Part of the problem is that there is no formal mechanism to promote the support of concerned people in the private sector—the professions, organized labour, education, service organizations, and indeed young people themselves. So the youth secretariat has been participating in province-wide school-to-work seminars where its representatives have acted as consultants to boards of trade, members of the business community, organized labour and school counsellors.

Because young people are faced with increased levels of unemployment, the government responded by implementing a number of youth employment initiatives. This year, 19 ministries participated in the experience program which employed 13,500 young people at a cost of \$16.5 million. The Ontario Youth Employment Program also proved very effective. It was designed to generate additional job opportunities in the private sector by offering a grant of \$1.25 per hour towards the wages paid to eligible employers. Twenty thousand employers participated in this program.

Our estimates also reflect the expenditures of the four advisory councils which report to me. They are: the Ontario Status of Women Council and the advisory councils on multiculturalism, senior citizens, and the physically handicapped. In passing, I would like to commend the members of the councils because I believe they have been very effective in bringing the concerns of the people they represent to our attention, and the government in turn has responded positively to the recommendations.

Before answering your questions, I would like to introduce the members of my staff who are here with me today. Everyone knows Dr. Wright, my deputy minister; Mr. John Nywening, senior policy review co-ordinator; Mr. William Wolfson, senior policy analyst; Mr. Joel Shapiro, executive secretary, Ontario youth secretariat; Mrs. Eileen Hammond, administrative officer, and last, but certainly not least, Edna Hampton, my executive assistant.

**Mr. Sweeney:** Madam Minister, I've gone through the briefing book that you have prepared for us, and tried, in my own mind, to come to some sort of conclusion as to what issues your secretariat deals with that are not, in some way, being dealt with by one of the other ministries. In fact, perhaps some of the other ministries could deal with them. Quite frankly, with the possible exception of the youth secretariat, which you just discussed, and which I agree is doing a commendable job in those areas in which it is working, I find it difficult to see the essential need for your particular position.

I'm sure you feel differently about that. So I want some feedback justifying the continued existence of this particular secretariat. If you can indicate to me, other than what I've seen in the briefing book, that the tasks carried out by your secretariat could not be carried out by one of the other ministers, then I would be pleased to hear that.

I also want to pick up a theme that was raised in the House today, at least partially raised in the House, and was raised again in some of the other individual ministry estimates. That is, some kind of an explanation from you of the effect of the new federal-provincial funding mechanism. We are getting various explanations as to exactly what it is going to mean; how it's being set up; whether you're going to get less money or more money; what the future is in terms of Ontario's participation in it; who in fact is pushing whom with some of these changes.

On the one hand, we're being told it's the federal government responding to provincial initiatives and on the other hand we hear that it's the federal government going out all by itself and acting unilaterally. That particular point, then, obviously deals with your secretariat per se.

There are a couple of issues I want to raise with you this afternoon which I feel your ministry might have some impact on, because I do not feel we have yet received satisfactory answers on these issues from the other ministries.

The first one has to deal with the retarded. I begin by referring, of course, to the concerns that have been expressed across this province in the last two or three weeks about what's happened at Huronia with respect to a counsellor who abused, by kicking, a woman patient. The thing that makes me wonder, however, is that I have a copy of the November 1976 report of the management and operation of the Huronia Regional Centre. Practically everything that has come up in the recent incident is listed in this report and their so-called proposed remedies for it.



For example, there is a reference in here to a directive N-17 which clearly seems to me to be the point in issue. It deals with abuse of patients or residents and says, "Any employee who abuses a resident by striking slapping, kicking or by some other means will be dismissed. Approved methods of management specifically exclude striking and any other form of unnecessary aggression."

The report goes on to point out that it doesn't really matter what the source of the action is. It goes on to say, for example, "In determining whether or not abuse actually occurred without reducing the action against the staff guilty of such an action, whether or not the action had malicious or wilful intent or was the result of poor judgement." I don't know what action has actually been taken on that report but that certainly would seem to have addressed itself to the very incident that happened. Why in fact your secretariat or the ministry was not able to deal directly with it I don't know.

There are a couple of other recommendations in here. For example, it clearly says, "Greater care was needed in the selection of residential staff and in ensuring that existing staff were suitable for this kind of work." It goes on to recommend that there should be in-house training sessions for staff so that if anyone seemed to be displaying attitudes towards patients which were not suitable they would be transferred to other areas.

The point I am trying to raise is that it would seem two years ago, November 1976, the possibility of those kinds of incidents was clearly recognized. There were certain recommendations made as to how to proceed with it. I am not aware of what was done. I would like the minister to speak to that as to what action followed these particular recommendations and if, in fact, the action that was recommended in there was followed, how could the situation that happened have got so far out of hand? How did we reach the point that we did reach? My interpretation of the report would show that if you followed their recommendations it should not and could not have reached that particular point.

The second issue I want to raise with you with respect to the retarded, is a statement that's in the current issue of *Montage* from the Clarke Institute of Psychiatry, October 1978. It's a report by Dr. Donald Zarfas, who is the former director of mental retardation services in this province. He makes the observation that in 1976 there were 308 young people sterilized in Ontario. By young people he means those under the age of 18, and in his judgement most of them, he says as high

as 99 per cent, were retarded. He indicates that he got this information from going through OHIP files.

[4:00]

In his judgement, these did not take place within the institutions under your jurisdiction but they did happen to retarded young people in this province. He goes on to point out that there is no medical reason for this; that in fact it results from precipitous action taken on the part of parents and on the part of doctors and that very clearly we need some sort of advocacy figure for retarded people in this province. I want very much to go on record, as is contained in the statement that I gave you before these estimates started, that that particular action concerns me greatly and that what it indicates is a buildup of retarded people being abused in one sense or another.

It seems to me that people are being sterilized against their wills. In many cases it would appear—and I stand open to having these comments related back—that they may be only marginally retarded and would in fact be capable of looking after themselves. I want to go on to raise the issue of the actions taken by your secretariat and through your secretariat with some of the other ministries with respect to the retarded living in the community. I know that there are some small starts being made in this direction but I have no evidence, and I would like to hear some, that a very good push is being made in this area.

Finally, with respect to the retarded, I really can't be too surprised at the kinds of things that might happen at a place like Huronia when you reflect that Huronia has something in the neighbourhood of 1,200 residents and a place like Smiths Falls has something in the neighbourhood of 1,300 residents. That is way way beyond an acceptable limit in my judgement.

I notice that most of the other institutions in the province have something in the neighbourhood of 200, 300 or 400, in that general area, which I still think is far too many but at least it might be more manageable. But when you get 1,200 or 1,300 people in one location with the kinds of concerns that they have, with the kinds of management problems that are inevitably going to arise, then I don't see how we can not have these kinds of things come up.

The question I would like to raise to the minister is what plans do you have to reduce the massive size of institutions such as Huronia and Smiths Falls? What actions are actually being taken through your secretariat



to come around to moving retarded people back into their own community?

That brings up another issue. This whole question of deinstitutionalization is evident across several of the ministries, and from what I can see, more so in your general policy field than anywhere else. This is a movement which I certainly support, which I certainly applaud. I have some concerns, however.

The first question I would raise is deinstitutionalization to what? What in fact are they going to? What kinds of support mechanisms are being set up within the various communities so that when the residents are moved out of a larger institution they are going to have the kind of assistance that they need? What kind of financial mechanisms are being set up? What kind of professional human resource assistance is available to them? What kind of monitoring and followup is being done? What kind of co-operation is being arranged among various smaller group homes or whatever to provide recreation, travel and whatever else we may be talking about?

Obviously the point I am trying to make is that while I support and applaud the process of deinstitutionalization, I would want to be very sure and I would appreciate your assurance that in the process the needed support mechanisms are actually going to be in place in the community. I would be most concerned, as I am sure would most people in this committee, if we had any sense whatsoever that all we are doing is going through a process and that we are not assuring ourselves that the necessary support mechanisms will be in place in the community.

I want to speak very briefly to the question of home care. This is something we have raised both in the Ministry of Health and the Ministry of Community and Social Services. We would hope that more and more people would be able to receive the necessary help they require within their own homes rather than having to go into an institution.

However, we would also want to be sure the kind of assistance that's available to them is first of all flexible. There seems to have been a number of media reports lately which would suggest a fairly rigid standard is being set up. If people can't meet this standard they simply can't have the necessary home care. I would like to know the degree of flexibility that is being arranged through your policy secretariat so that more and more people would profit from home care—and I want to emphasize and underline that.

I'm not suggesting that everyone would. But I hope the flexibility would be sufficiently broad so that more people would be able to profit from it. I would also hope that the

kind of assistance being given to people in home care is a dependable one, that doctors are available when required, nursing is available when required, that there would be people coming into the home who would assist the family member, the wife and the children, whoever it happens to be, to do the kinds of things they are expected to do.

I'd like to move on to the issue of the handicapped. This is a perennial one. Once again, it was raised within some of the other ministries. I want to touch on those parts of the issue which I believe have something to do with your secretariat.

I understand that within the last two years a number of pilot projects have been set up with respect to transportation for the handicapped. I haven't seen any of the results of those projects. I understand there are many communities across the province who are awaiting such results so that they can come to some decisions themselves as to what form of transportation could be set up for handicapped people.

I'm sure I'm not telling the minister anything when I say that handicapped people, generally speaking, say their lack of mobility is one of the most serious problems they face. In many cases they are quite satisfied with the other services they are getting. But their inability to go to other locations, their inability to get to a place of employment, their inability to get to a place of further education, their inability to get to various social functions, places where they could be involved in crafts or whatever, is such that many of the other opportunities that could be available to them are denied them, because of a lack of transportation facilities.

I would like to suggest at this point that in my judgement, from what I've seen in a couple of communities I've looked at, the public transit system is probably not the best one to meet these needs. It certainly seems to me, from the experience at least in our community, that specialized transportation is what's going to be required.

**Mr. McClellan:** That's in case you didn't know.

**Mr. Sweeney:** I would like to come back and touch on a couple of those issues that I just mentioned to you.

I understand that sometime within the last year or year and a half the Ministry of Labour did a summer survey type of program, trying to discover the number of jobs that might be available at least in that ministry for people who are handicapped—the number of jobs that handicapped people could do.

I have not seen any followup to that one, and I'm wondering about two things: First of all, did that survey cover any other ministries except the Ministry of Labour? If so, I would like to know what the followup was there. Secondly, does the government have any version of an affirmative action program—for want of a better term; I will accept whatever term you want to use—to take advantage of those findings?

My understanding was that the findings were that there were relatively few jobs within many of the government ministries that a handicapped person couldn't do with a little assistance. I'm speaking of assistance in terms of getting here, assistance in terms of being able to be mobile within the various buildings, and assistance with respect to some minimal amount of training in some very specific aspects of jobs. It would seem to me that if we are really serious as a government in trying to encourage other employers, private industry employers, other agencies at other levels of government to employ handicapped people, the place to start is right here. I don't have any evidence that anything has been done about it.

Here again, such as I've referred to earlier, it seems to be that the groundwork was started, but where's the followup? I understand there was a report presented to you within the last year or so, explaining to you the negative effects of something called, I think the term is tax back, with respect to handicapped people earning money on their own. If I understand it correctly, once a handicapped person is in receipt of funding from the ministry or one of the ministries and earns in excess of \$60 a month, then every further dollar is taxed back at the rate of 75 per cent. The proposal that was made to you was that at least as a first step, that should be reduced to 50 per cent and gradually phased further and further back until we reached a point that everyone felt was reasonable.

The report clearly pointed out that the number of handicapped people who are earning above that particular ceiling is extremely small; so small as to have us come to the conclusion that the present tax back feature is totally a disincentive to get handicapped people out working. I have heard the minister herself and the Minister of Community and Social Services (Mr. Norton) speak to this, that it is their desire and their hope that more and more handicapped people would get out and become at least partially independent. If in fact you really mean that, I would have to agree with the report that was made to you that the present tax back

procedure is retrogressive. It is in fact a disincentive and the facts clearly speak for themselves. It would surely be in the best interests of both the ministry and the individuals involved to start moving back on that until we reach some point where it becomes much more applicable than it is at the present time.

Madam Minister, I want to speak very briefly about a number of other issues, to a lesser extent than I just did. I understand that you yourself have spoken out on a number of occasions on the issue of equal pay for work of equal value with respect to women. I understand that at the present time little if anything towards this is being done within the provincial government. Yet I have a report which clearly indicates that the federal government, within many of its ministries has, in fact, moved in this direction.

I know what some of the counter-arguments are. I know of the complexity of making the decisions. Just what is of equal value, and what do you compare with what? I've heard all of those arguments, and I don't for one minute deny that some complexities and some difficulties do exist. The point that I'm raising at the present time is that, if my information is correct, the federal government, at least within some of its ministries, has found a way around those difficulties and those complexities.

If you have not already done so, I would strongly urge you and the ministries that come under your co-ordinating jurisdiction to investigate what the federal government is doing and to implement those same kinds of procedures, or at least similar procedures here within the government of the province of Ontario.

[4:15]

With respect to women and employment, there is a growing concern in my own area and, talking to some of my colleagues, I understand it is a growing concern in many other areas of the province. That is the situation of single-parent families, of which about 95 per cent are mother led. What is your co-ordinating ministry doing with respect to these? Once again, this issue was raised in other ministry debates. It seems to me, however, that it touches upon several ministries and that you should be able to give us some insight as to what you are doing within your co-ordinating role.

My own experience with single-parent mothers is that they have many difficulties raising their children, socializing within the community, in terms of employment, in terms of day care, in terms of simply being accepted

by the community. What precisely are you doing? Not only is it a problem now, but if the feedback that I'm getting is correct, it is a growing problem. As a matter of fact, the social services director in our area says it is the single most difficult problem for him to deal with and that it is the problem, in his judgement, which is growing at the most rapid rate all across this province. Yet quite frankly, I don't see enough being done about it.

Recently a report was released by the Ontario Human Rights Commission called *Life Together*. There was a very large number of recommendations within that report, many of them dealing with those ministries that come under your policy secretariat. I have yet to be apprised and to be aware of very much legislative action which has flowed from this. As a matter of fact, one of the criticisms that was raised about it was that the Legislature of the province spent exactly one evening, something like two to two and a half hours, debating well over 100 recommendations in this report. My question to you is, what legislative action, if any, has yet taken place flowing from this report within those ministries that come under your co-ordinating jurisdiction?

With respect to TV Ontario, let me say right at the outset that I have no fires to build one way or the other with respect to The Jesus Trial. I saw the first issue of it, and quite frankly I don't know what all the fuss was about. It seemed to me that it was very well done. It was very tastefully done. I think the film itself is one that will probably produce more good effects than bad effects. I haven't seen the rest of it, so I can only speak from the point of view of what I have seen.

The issue itself raised a rather unusual question. From what I can tell from looking at the various estimates, the two ministries that are largely responsible for funding it are the Ministry of Culture and Recreation and the Ministry of Education. Yet we have the Minister of Culture and Recreation (Mr. Baetz) getting up and clearly indicating that he doesn't know what his responsibilities are with respect to this organization. He very clearly, and I think very correctly, said it probably isn't one of censorship. But it was very obvious that he really didn't know just exactly what his relationship was.

Then we had the Minister of Education (Miss Stephenson) stand up and say she was going to take action but she wasn't sure that she was legally able to do so. So the second minister, whose estimates go a long way to funding it, didn't seem to know what her relationship was.

I guess I would have to come back to you and ask very simply, what is the relationship? Who runs that place? What is the connection, if anything, between the funding mechanism—

**Hon. Mrs. Birch:** I thought it was obvious who ran it.

**Mr. Sweeney:** I would like some feedback from you, because obviously the individual ministers concerned aren't too sure themselves.

Let me move on. We were treated a couple of days ago in the House to a new lottery in the province of Ontario—Lottario, I understand it was. When the Minister of Culture and Recreation was asked why Ontario was getting into one more lottery, the answer, as near as I could detect it, was that it looked as if the federal government was going to get itself involved in it and we wanted to beat them to the punch.

The question I want to raise with you is that that does not seem to be a very good criterion for making decisions. I wonder if, in fact, there is any criterion within the government, within your policy secretariat, as to just exactly where we are going with lotteries in this province. The minister may have caught the interjection from one of the members with respect to the Minister of Culture and Recreation calling him the minister of gambling. Do we have any long-range plans as to what we're going to do in Ontario? For example, is it possible that a year from now we're going to have slot machines in the foyer or the lobby of the Royal York Hotel? I'm not suggesting we should.

**An hon. member:** Or in the Legislature.

**Mr. Sweeney:** Or in the Legislature. All I'm wondering is, is there any overall plan or are we simply going to continue to respond crisis to crisis? Are we going to try to anticipate what the federal government might be doing and beat them to the punch?

**Mr. Johnson:** Not after May.

**Mr. Sweeney:** That's not going to make any difference. They'll be even more difficult or more unpredictable.

I simply would like to know where we are going in this area and whether or not any studies whatsoever have been done about the effect of the growing lottery system on our people and if the returns on it really compensate for some of the negative effects. That happens in several ministries.

It's been clearly pointed out that the tax return on alcohol in this province in no way compensates for the actual cost of alcohol-related problems. We may be doing the same



thing with respect to lotteries, I don't know. I honestly don't know. I guess what I'm asking is, does anybody? Does this government know and do they base their decisions in any way on some clear knowledge, or what do they base it on?

I have a number of other issues, but I think I will wait until we come to the various votes themselves.

**Mr. Foulds:** I'd like to use this opportunity to lead off on these estimates to talk about a specific issue. First of all, I want to thank my colleagues for giving me the opportunity to do this.

I want to place that specific issue in a framework. If the secretariats are to have form and value it seems to me their biggest value is, if you like, defending their line ministries in terms of government priorities.

It has been fairly apparent that the government budgetary restraint, under whatever terms in the last year or two, has in fact had a severe impact on a number of areas affecting the social services, from Education through Community and Social Services to Health. In fact, it seems to me there has been a deliberate, if sometimes indirect, attack on the social services.

I want to illustrate that by talking about the Lakehead Psychiatric Hospital. I want to use it, not specifically as an isolated phenomenon but as illustrative of what is happening to the whole system of health and social and community care in this province. Although I have documentation about the Lakehead Psychiatric Hospital, I'm challenging you, Madam Minister, and your government to show this Legislature that what is true about the Lakehead Psychiatric Hospital is not just as true in varying forms or emphasis about almost every other provincially funded institution and hospital in this province.

I would like to share with you, in case your colleague, the Minister of Health (Mr. Timbrell), has not done so, the report of the Canadian Council on Hospital Accreditation that was done as a result of a survey on June 12 and June 13 and conveyed to the administrator of the Lakehead Psychiatric Hospital on August 25. The letter accompanying the report is signed by A. L. Swanson, executive director of the council. It states: "It is regretted to advise that council has awarded only provisional accreditation status to your hospital for a period of one year." It is my understanding this is after the hospital had in fact achieved full accreditation for a period of two years previously.

The report accompanying the letter is devastating. It demonstrates beyond any reasonable doubt that the level of patient care at the Lakehead Psychiatric Hospital is critically threatened. The report clearly shows that this government's policy of restraint is endangering the health and well-being of people whom we, as a society, are taking into our care and into our wardship.

It also clearly demonstrates in my view that the Social Development policy secretariat, which should be the champion of social services, of services to people, is dismally failing to do that job. If it is failing to do that job with this one institution in the far northwest of this province, it really does cause me to wonder how many other institutions and programs are not being defended and fought for.

A number of areas are coming to light in the province: child abuse cases where perhaps proper funding of children's aid societies could possibly have prevented the death of an infant; patient abuse cases in regional centres where perhaps proper staffing, which could be provided only through proper funding, could have prevented at least some of the more bizarre incidents; and an increasing number of non-hospitalization cases in northern Ontario of patients in ordinary general hospitals, where the patients perhaps should have been given the benefit of the doubt and been hospitalized.

Clearly there is something dreadfully wrong with the government priorities, and clearly on all of these, the Social Development policy secretariat has failed to fulfil its function in defending the line ministries against the concerted attack by the cutting for cutting's sake philosophy of the cabinet.

Let me get into specifics. First let me say that I believe that the administration and professional, nonprofessional and medical staff at the Lakehead Psychiatric Hospital are working manfully against overwhelming odds. The report itself indicates that in its first three recommendations. For example, the report says the administrator and the medical directors are commended for the excellent leadership they have shown. The staff of this hospital were notably enthusiastic at all levels and have pursued the accreditation with great vigour and determination, in the face of difficult staffing and budgetary problems.

The accreditation questionnaire and accompanying documents were exceptionally well prepared. The responses to the previous survey recommendations were very thoroughly prepared and appeared reasonable. In other words, the people working there seem to be doing the best they can under the circum-

stances. But recommendation four of that report says, and I quote it in its entirety:

"A study of performances indices of the Ontario psychiatric hospitals for the period of April to November indicates Lakehead to be lowest of all 12 hospitals in nursing and second lowest to Penetang in overall staffing. We feel there is an increased need for staffing, particularly in the nursing, medical and recreational therapy areas, and strongly urge action by the Ontario Department of Health to respond to a situation which is critically threatening the level of patient care. The problem has been particularly difficult in the admission unit two north, the 46-bed unit reportedly forced to accommodate up to 66 patients. On the final day of our visit, a young man escaped from this unit through a wire mesh screen and jumped 30 feet."

These are strong words. These are not my words, these are the words, this is the documentation of a committee that is used to the facilities in Ontario and phrases like, "we strongly urge action by the Ontario Department of Health"—rather a quaint phrasing, "Department of Health", but they hadn't caught up to the ministry concept—and the phrase, "critically threatening the level of patient care." Those are words the Ministry of Health and your ministry and the government itself should have taken strong action on. They require strong action.

[4:30]

Can you imagine a 46-bed admission unit being forced to accommodate up to 66 patients? This isn't just one of the wards back there. This is the admission unit where things are almost constantly in a state of crisis.

And what does it mean? I wish I understood some of the medical terminology, and the oblique phrasing a little better: "A study of performance indices of the Ontario psychiatric hospitals for the period of April to November indicates Lakehead to be lowest of all 12 hospitals in nursing." First of all that indicates to me that Lakehead needs a heck of a lot more nurses. But the second says, "and second lowest to Penetang in overall staffing." That indicates to me that at least Penetang is woefully understaffed as well. It would appear to me that if not exactly the same kind of thing is going on across the province, similar situations, largely because a lack of staffing result from a lack of funding.

Let me also quote a few of the other recommendations and comments in the report. Recommendation nine says flatly: "The number of psychiatrists is inadequate for a facility of this size and function. We urgently recom-

mend"—and I stress the word "urgently"—"that an additional two psychiatric positions be established for this hospital."

Recommendation 18: "It is recommended that the nursing department increase its total staffing complement, and in particular the professional to nonprofessional ratio. New employees may not be fully oriented until three months has elapsed. Identifiable nursing programming appears to be lacking, especially in the acute and continuing care areas. It is recommended that the functional limitations for nonregistered nurses be delineated and formalized." What that says to me is that people who are in need of acute care don't have nurses and a nursing program.

Recommendation 24: "Consideration should be given to operating the crisis unit on a 24-hour basis rather than switching over to the active treatment unit in the evening, thus overstraining an already overloaded unit."

I know something about the crisis intervention unit at Lakehead Psychiatric Hospital, and it has in the past been a superb one. They designed it, I believe, some three years ago. I haven't had any direct contact with the hospital myself for about a year now except by telephone. But what that indicates is because of the budgetary cutbacks, freeze, whatever, the crisis unit gets cut over to the regular unit at night. So when most people really need the help, in terms of a crisis intervention unit, it is not available.

Recommendation 25: "It is desirable that there should be a doctor on call within the hospital on a 24-hour basis."

**Mr. McClellan:** You mean there is no doctor?

**Mr. Foulds:** There is no doctor in the hospital overnight. Presumably he is on call from his home. But there is no doctor on duty. When you only have two on staff, which is what my understanding is, one shift gets left out.

Recommendation 26: "There is a need for a specific recreational program for all units." No unit was able to produce a timetable. "Additional nursing and recreational therapists are urgently required in order to accomplish this goal. While the level of the activity programs outside the wards seems to be satisfactory, there was often a notable lack of programming within the wards, owing to lack of nursing and recreational staff." They couldn't say it more clearly. It seems bizarre to me that outside the wards there seems to be adequate recreational activity but inside the wards, where the frustration surely builds up the most, there is no recreational activity because of lack of recreational and nursing staff.



Recommendation 30: "At present there is only one registered record librarian on the staff of this important department, the second position having apparently been lost in the freeze." I understand that to mean the financial freeze, not the northern freeze common in Thunder Bay. "It is vital"—those are their words, not mine—"that this second position be restored in order that the head of the department may be able to develop further her participation in the important auditing functions which have to be carried out by the hospital." More about those auditing functions and the administration of treatment and drugs later. "It is vital that this second position be restored." Nothing could be clearer.

Recommendation 36 is one of those recommendations that highlights to me the trauma of the situation, because the recommendation is this: "Security arrangements for the windows should be reviewed and consideration given to strengthening the wire screens at certain vulnerable points in the hospital, such as the washrooms and laundry rooms and upper floors." Then the important sentence: "It should be noted that this recommendation also relates to the critical shortage of staff with resulting difficulty in maintaining patient safety." Once again those are not my words, Minister, they are the words of an objective committee reviewing a hospital that is supposedly adequately funded by this government. "It should be noted that this recommendation also relates to the critical shortage of staff with resulting difficulty in maintaining patient safety."

Every single one of those recommendations emphasizes time and again that the present staff is overworked. They simply cannot operate an adequate facility with the resources available to them. It is fine to talk about government restraint and the need to balance a budget. It is fine to talk as we are often wont to do and pay a lot of lip service to volunteer help. It is fine to talk about deinstitutionalizing as many of these people as we can. I agree with those things. But this institution has been deinstitutionalized to the point that patient care is threatened. It's that stark and that difficult and that blunt.

In specialized cases such as psychiatric care, surely you need professional care. In the case of the Lakehead Psychiatric Hospital, it is obvious there is an urgent need, a dramatic need, for additional psychiatrists, registered nurses, recreational therapists, a clinical librarian and for other positions.

What has been the government response since that report? We don't pretend we have been able to trace down all the government

actions or responses as a result of the report. We do know there have been some advertisements for psychiatrists. There has been some advertising for a nursing instructor. But as far as I was able to find out, there has been no enthusiastic and aggressive recruitment program.

As far as I know, there have been no dramatic increases in the number required in the nursing staff. As far as I know, there have been no increases in the recreational therapy area. In short, there has been no indication that the Ministry of Health, the government or this secretariat understood that this report signalled to the government a crisis at the Lakehead Psychiatric Hospital. There is no indication that this government thought the matter important enough to take dramatic action.

Let me add just a small point, and I don't want to overemphasize this. One recommendation stuck with me particularly, and it was recommendation 33 as you read through the report. It says this: "The dental service appears to be working well but will suffer a severe blow when the present dentist leaves. The appointment of a replacement should be given high priority by the Department of Health and we strongly urge that the incentive grant should be restored in order to make the filling of the position reasonably feasible for the benefit of the health of the patients. As you read that, the program is working well and all we need to do is fill the position when the present dentist leaves."

It just so happens, until this report came to me a couple of weeks ago, one of the issues I was aware of at the Lakehead Psychiatric Hospital was the question surrounding the dentist because the dentist who had held the position for two years came to me at the beginning of June. He said, "I'm leaving on June 21. What can we do to get a replacement? I notified the ministry," said Dr. McConnachie, "seven months ago on November 21." Nothing has been done in seven months to find a replacement for that man.

I wrote to the minister on June 6 as soon as that matter came to my attention, as follows: "I am writing to you on what I consider a matter of utmost urgency. It is my understanding that Dr. McConnachie, DDS, of the dental clinic of Lakehead Psychiatric Hospital is leaving his position when his contract expires on June 20, 1978. Further, it is my understanding that a replacement has not yet been found for Dr. McConnachie even though he gave the ministry notice of his intention almost eight months ago.



"One of the major reasons a replacement has not been found for Dr. McConnachie may well be that the committee responsible for the underserved area plan withdrew the position of dentist at Lakehead Psychiatric Hospital from eligibility for that grant support. I believe this to be a major error. If any area can be considered underserved in dental care and in psychiatric care, surely that area must be northwestern Ontario which is the catchment area for the Lakehead Psychiatric Hospital.

"I believe the ministry should move quickly to fill the vacancy created by Dr. McConnachie's impending departure so that no hiatus of care takes place. Therefore, I would urge you in the strongest possible terms to reinstate the underserved area plan at the Lakehead Psychiatric Hospital especially as it regards the dentist's position at the dental clinic at the present time. Frankly, my very strong fear is that if a gap appears, the program designed by Dr. McConnachie will fall by the wayside.

"Surely common sense tells us that dental preventive care for the 212 psychiatric patients and the 178 people at the Lakehead Regional Centre, which is now served by the dental program, is even more important than is preventive care for the populace generally. Dental disease is obviously one of those areas of health where preventive medicine has almost a 100 per cent success rate. From my understanding of the Health Disciplines Act, neither the present dental assistant nor the present hygienist at the Lakehead Psychiatric Hospital will be able to function without the direct supervision of a dentist. Therefore, without a dentist at the Lakehead Psychiatric Hospital these two employees will necessarily be laid off and the program will disappear. This means that totally inadequate dental care will be available to the patients presently served."

[4:45]

Then I said, "I cannot bring myself to believe that the delay in filling the position is simply an attempt at saving money. Therefore I would urge upon you to impress upon your ministry the necessity of filling this position before June 20. As time is of the essence I ask you to give this matter your very serious and favourable consideration so that I can expect a reply by approximately June 16."

On June 13, the minister replied, saying, "I'm advised that the decision of the health personnel underserved area committee to discontinue the incentive grant is based on a number of factors. The new salary scale for dentists, \$26,375 to \$32,825, is considered to be a satisfactory one for dentists in the

public service and is comparable to similar positions elsewhere. Fringe benefits for these positions constitute an add-on value of approximately 13.5 per cent."

And then he goes on to say:

"The incentive grant being tax free represents considerably more than what the amount indicated. For example, in the first year of the agreement the grant of \$7,000 would represent an additional income of no less than \$14,000 in addition to the salary and fringe benefits.

"My consultants at the ministry have been aware of Dr. McConnachie's decision to resign from the position and in December 1977 advised the Lakehead Psychiatric Hospital that they should advertise the vacancy in the journals of the Ontario Dental and Canadian Dental Associations.

"It would appear that since that time, only one advertisement for the position appeared in the March 1978 issue of the Canadian Dental Association.

"I am advised that there is no shortage of dentists in Ontario and perhaps if the position was advertised as suggested, from the beginning of the year in both these journals, in all likelihood there would have been no break in service.

"The responsibility for filling this position does not rest with my ministry consultants, but rather with the Lakehead Psychiatric Hospital. I shall ask my consultants, however, to assist the hospital in every possible way to recruit a dentist for the position."

I suggest to you, Madam Minister, that this letter passes the buck in the most atrocious way I have seen in a long time. Surely the minister is responsible for the hospital, and surely somewhere along the way, someone in the ministry should have got on the ball a heck of a lot earlier, to assure that that position was filled. I am very much afraid that now that the report of the Canadian Council on Hospital Accreditation is before the ministry, nothing else is going to be done for six or seven months.

We have two advertisements that we know of. Just to finish the story, to this day there is still no full-time dentist at the Lakehead Psychiatric Hospital. They advertised. There is a chap in London who looks like he might take the job. He looked pretty good on August 2, when I had someone phone the ministry on my behalf to find out. But on October 27, about 10 days ago, they offered employment to the dentist from London. He has accepted the position conditional on selling a house and his practice and he hopes to be on the job sometime in November.

Meantime, a community dentist is coming in the odd half-day to keep the ship afloat, to look after emergencies. That's not good enough. It's not good enough that that gap in service appears for over a year. It is certainly not going to be good enough, if that kind of gap in service appears over the next year and we continue to lack two psychiatrists, trained nursing staff, and adequate care for those people. That's simply not good enough.

I am worried that the kind of pattern that happened with the dentist is the very same kind of pattern that is going to happen with the other key positions in the staffing that has not yet been filled. Frankly, I think that's inexcusable. These are people we take into our care, people our society says we as a society should look after. And the fact is that we're not looking after them. The fact is we have taken them into care. By taking them into care—I hesitate to use the phrase—or taking them into custody, we've taken them off the streets, but we are not providing them with the care that they as human beings deserve.

I want to deal with four other recommendations in the report. I want to group these together because they describe certain practices that take place that could be sensationalized, and I do not want to do that. Recommendation 11 says, "The policy of prescribing large PRN doses of medication, for example, 100 to 200 megagrams of chlorpromazine i.m., should be immediately reviewed and a detailed written policy evolved in which clear limits are set and the circumstances outlined under which the doses may be given are defined properly."

It is my understanding that that drug is a tranquilizer. It is my understanding that a normal dosage is 50 megagrams. It is my understanding that that drug should be administered specifically under doctor's direction, not as the phrase PRN says, which I understand means "as needed." It is when you get a prescription that you take "when needed."

Recommendation 13: "It is recommended that nursing policy regarding charting of medications be closely adhered to, i.e., that the medication be charted immediately after it is dispensed on unit two north." Remember that's the unit that often has 66 people instead of 46 in it. "Medications prescribed for 800 hours were being charted at 1,100 to 1,200 hours, while on one south, eight medications were not charted from June 1 to June 12, 1978."

Recommendation 15: "It is recommended that nursing supervisors and medication

nurses become familiar with drug allergies and that the cardex tray be compatible with the patient's chart. For example, the patient's chart indicated an allergy to alphatic drugs on bright red paper, whereas the cardex indicated no allergy and the word itself wasn't spelled and it was unintelligible to the nursing staff."

Recommendation 16: "The daily policy of signing for a controlled drug by an RN should be enforced. In two north this was done by an RNA. Additionally, consideration should be given to signing for controlled drugs on each shift change by nurses on that particular service."

Put together, those four recommendations indicate to me that you have a staff that is desperate. Once again, those procedures sound to me like the acts of people who are having to do a job sometimes for which they do not have adequate supervision and perhaps in some cases do not have adequate training. It seems to me that those are procedures—and those should be signals—of a staff having to take hasty and desperate measures. They are stop-gap measures. They are measures that people have to take when there is no alternative for them. I suspect that the late charting of medications on two north has very much to do with having at least one-third too many patients on that ward.

So what happens now? What do we do? I would like to call on you to fulfil what I see as your role. I would like you and your colleagues in the Ministry of Health to use whatever it takes, whatever elbow room it takes, whatever fighting it takes, whatever argument it takes, whatever help we can give you it takes, to argue with your colleagues in Management Board and your colleagues in cabinet that there must be a dramatic increase in staffing at LPH. That requires money and it requires an aggression in recruiting people and a commitment to keeping them. It doesn't mean just placing an ad in the newspaper and it doesn't mean just hoping that some letters will flow in, because if we're going to operate that facility up there we have to operate it as if it was a hospital in the mainstream of Ontario, not in the outback that can be forgotten from time to time.

It really saddens me that as a member of the Legislature I have to raise a confidential report—first of all it saddens me that the report is confidential. I do not know why that kind of report needs to remain confidential. I do not know why the Ministry of Health and why this government couldn't say publicly in getting such a report, "Lake-

head Psychiatric Hospital did not get its accreditation. It did not get its accreditation for this and this reason. We are moving heaven and earth to fill those blanks. We are going to do whatever we can that is humanly possible in this province to ensure that the people that we as a policy, that we as a society take into our care are taken care of."

The argument will come back—and it always does—"Where do we get the funds? There's a limit to what we can achieve." I agree, there is a limit. But I find it a little ironic that at the present time this report is sitting away somewhere in the ministry files—goodness knows where. There doesn't seem to be a lot of action taken on it. There is a situation which "is critically threatening the level of patient care," and we don't seem to be able to find the money and the will and the aggressiveness to solve the problem.

At the same time while we're talking about the necessity for government restraint this Legislature is in the process of repealing a tax that would get us \$7 million. "It's a small tax. Seven million isn't a heck of a lot." Seven million would sure solve some of the problems in the psychiatric hospital at Thunder Bay and what I suspect are some of the problems in the regional centres like Huronia.

If we do not take the kind of steps to get the money and get the staff and we do not advertise for it, that will amount to wilful neglect on the part of this government of people that they are responsible for. I suppose the calm words of this rather dry report, the last paragraph, sum it up as well as anything.

They say, "The report made at the time of this survey indicates that the level of patient care and therapeutic activities possible with the present staffing numbers has fallen below that present at the time of the last survey."

Do you know what that means? That means things have never been great in our institutions in this province. None of us ever claimed that they have been. But what it means in this case is that in a two-year period they've gotten dramatically worse. I don't know what it takes. I really don't know what it takes, but something has to be done. I don't want any heads to roll. I don't want the people up there at the Lakehead Psychiatric Hospital carrying the can for anything because they're working darned hard. They deserve a lot more support than they've been getting from this government.

[5:00]

I would like you to consider this not just a concern of an MPP for his local hospital and the local situation, but as a desperate plea on my part. These institutions across the province, and I think this is simply symbolic, cannot go on the way that they have been going within the last couple of years, the way that your government has let them go on. There has to be some response to that kind of wilful human neglect.

**Mr. Vice-Chairman:** Mr. Foulds, I would ask for clarification on a comment you made some four or five minutes ago and that is the LPH was the Lakehead—

**Mr. Foulds:** They are the initials for the Lakehead Psychiatric Hospital.

**Mr. Vice-Chairman:** That's the Lakehead and not London because it, too, has the same initials. Thank you very much. Madam Minister, you wanted now to reply to Mr. Sweeney and Mr. Foulds. Before you do that, I would just like to observe that in over a couple of hundred hours of sitting in on estimates last year and this, I have never had a cup of coffee provided by a minister. I'd like to thank you, or someone, for giving me a cup of coffee. That's the first and it's appreciated. Thank you.

**Hon. Mrs. Birch:** Thank you very much.

It is going to take some while to respond to Mr. Sweeney and some of his concerns. Perhaps, I should begin by justifying my existence as he suggested. I have no difficulty in doing that. I have been in government now since 1971 and I often wonder—

**Mr. Sweeney:** Excuse me, Madam Minister, it wasn't your existence I wanted justified, it's the position you hold.

**Hon. Mrs. Birch:** Oh, thank you.

**Mr. Sweeney:** I wouldn't question your existence.

**Hon. Mrs. Birch:** Thank you. I stand corrected and I'm reassured that you didn't mean my existence. But as to the whole idea of the policy field and the work we're involved in, I often wonder how government operated prior to the reorganization and the development of the policy field process.

I get very concerned that perhaps some of the problems we're faced with today are a result of ministries operating in isolation, one from the other; developing programs which were duplicated by other ministries; programs that were confusing, to say the least, in the operation of those programs and the criteria developed for those programs; in many areas that I can think of that really cried out for some kind of co-ordination.

Certainly, the role of the policy secretariat is to initiate new policies when it appears



to be necessary. Also, the leading role of the policy secretariat is to receive new policy submissions from the various ministries. They, in turn, are studied very carefully at a weekly meeting that the policy field secretariat chairs.

There is an agenda with the policy submissions from the various ministries. These policies are all very carefully discussed at that time. Sometimes the policies are found acceptable and are then recommended for further study. If there are financial ramifications it is passed on to management board for their comments. It does go to legislation committee for their comments before it is finally ratified by the cabinet. So, I really feel that this process gives the various ministers an opportunity to become aware of, and understand the new policies that are being introduced by the various ministries. I certainly have found it a tremendous learning experience about many ministries and how they operate.

I feel that with this reorganization, with the policy field's process, that duplication can be avoided, that some of the issues can be addressed in a manner in which they receive the attention of all the ministries in the field. I think I only have to point to one shining example, and that is the consolidation of children's services. Not only was the co-operation and the co-ordination of services within our own policy field required there, in order to bring that about, but we also had to have the co-operation and consideration of the Justice policy field. That co-operation was certainly forthcoming.

It was only because there was the opportunity for provincial secretaries to have an opportunity to meet together and to discuss the issues that confronted both our policy fields, a thorough discussion with the ministries in both of those fields, an opportunity for me as provincial secretary to do a lot of travelling around this province, sitting in family courtrooms, visiting many of the institutions, visiting with many people who were charged with the responsibility of looking after children, and then coming back and getting our policy field and representatives of the various ministries to sit down and together work out a plan of consolidation of the many programs—the duplications that were really a detriment as far as I am concerned—in the provision of the kinds of services that were required. As the provincial secretary, if that is the only policy we had been able to develop, that indeed makes it all worthwhile. But there have been other policies.

I would like at this time to clarify something for Jim as well. The role of the policy field secretariat does not include the role of involvement in the daily operations of the ministries within our field. I have tremendous concern for the report you have just read and share your concerns with some of those recommendations and the need for those recommendations even being put forth. But that is not the role of the provincial secretary. Our role is not to intrude on the ongoing programs within the various ministries. Our role is in overall policy planning.

**Mr. Foulds:** Could I just interrupt you for a point of clarification, Madam Minister? Do you play any role at all in determining priorities of expenditures of the various line ministries?

**Hon. Mrs. Birch:** Oh, yes. We have an overall budget allocation to our policy field. We, as a policy, determine the overall priorities within that field and within that budget which has been given to us.

**Mr. Foulds:** Then I suppose perhaps my argument got too particular, rather than illustrative.

**Hon. Mrs. Birch:** We do have a role in the overall allocation of budgets to the various ministries within our field, but not when it gets down to determining the specifics.

**Mr. Foulds:** In that determination, perhaps you could elaborate a bit on how that process works, because it has always fascinated me. Is that contained solely within the social development field? What happens after you guys establish your priorities to go in as a defence team against the resources field and the Treasury field?

**Hon. Mrs. Birch:** I don't think I would put it quite that way.

**Mr. Vice-Chairman:** In fairness to the minister, I would like to give her the opportunity to complete her remarks before we get too scattered an approach. Are you finished with your remarks?

**Hon. Mrs. Birch:** Oh, no, I have a few more. I thought I should clarify the role of the provincial secretariat—that we really are not involved in the kinds of specifics that you mentioned. That really is a ministerial responsibility. Our overall responsibility is for the total allocation of the budget to our field.

**Mr. Foulds:** I'll have to have a go at Timbrell then.

**Hon. Mrs. Birch:** I was going to suggest that perhaps you could do that next week when he will be prepared—

**Mr. Vice-Chairman:** With vigour, I suspect.

**Hon. Mrs. Birch:** I would suspect.

Mr. Sweeney also asked for some comments on the latest pronouncements from the federal government regarding the established funding program—grant and block funding. I know just what I read in the newspapers, and what I have been informed of as to what we can expect. I understand there is a great deal of indecision at the federal level at the moment. There will be meetings this week with the Minister of Health and Welfare, who felt very strongly about the Social Services Financing Act. She will be battling it out, I would imagine, with her cabinet colleagues to see if we can't go ahead with those grants from the Social Services Financing Act which would provide the provinces with block funding.

I understand there is going to be, and I think the Treasurer (Mr. F. S. Miller) announced that in the House today, a percentage decrease in the established program funding arrangements, which will again have an effect on our fiscal problems. We will be waiting to hear what the final outcome might be after, I understand, meetings will be taking place this week in Ottawa. Hopefully there will be some rethinking in this area.

It's very discouraging because there have been numerous meetings, literally thousands of dollars spent with staff exchanges, going to Ottawa, meeting with the staff there. Ministers have met and we had assumed that the block funding had been assured. It's very disturbing to find that the federal government unilaterally decided it was going to withdraw, because it was the federal government which encouraged expectations across our province with all of those social agencies, with the idea that as soon as block funding came in, not only were they going to be able to enrich some of the ongoing programs, but indeed many new ones would be coming on stream. Those are the people who have been badly hurt by the withdrawal of the Social Services Financing Act and the block funding that would have been available to us—some \$50 million or \$60 million in the first year.

That's all the information I can give you at the moment other than to say that I am very saddened by this, the way that the federal government has responded to the provinces. Not only Ontario but the other provinces will be having great difficulty as well.

I found your comments about justifying the provincial secretary's role a little con-

tradictory when again, John, you suggested that perhaps it would be the role of the secretariat to become involved in the services for the mentally retarded, that you thought this was a role that we should be playing. I think deep down, you really do believe the provincial secretary has a role to play in co-ordinating services.

**Mr. Sweeney:** That's why I asked the question, to find out whether, in fact, that was the case.

**Hon. Mrs. Birch:** Yes, well I really believe it is, and of course we're concerned. I'm concerned about the press release that you have released today. I was not aware of those figures and I shall certainly be bringing it to the attention of the ministers in my field and hopefully, getting some more information. So I'm sure that you can appreciate that I don't want to comment too much on that at the moment until I have the facts and figures at my fingertips. But I will be discussing that particular concern with my colleagues.

You talked about deinstitutionalization and the fact that I have, and the secretariat as well as the ministers within our policy field have been encouraging the deinstitutionalization of as many people as is possible. You questioned whether in fact we were providing the back up services within the community as quickly as were tending to deinstitutionalize. I can only point out to you the great difficulty in getting many communities to assume responsibility for their own people.

I feel very strongly that people who have problems within a community are entitled to receive the care and attention of that community; that there should not be what has happened in the past, the building of large institutions, often many hundreds of miles away from a home. We have done as much as we can to encourage the provision of facilities within the various communities. We haven't always met with success, and perhaps part of that is our responsibility in that we have not informed people well enough about the kinds of people and the kinds of facilities that are required.

[5:15]

I hope that, through our new group home report—and I hope that everyone has received a copy of it. I did present it to the Provincial-Municipal Liaison Committee, and I have since sent out letters to all the municipalities; I'm very encouraged by the very good response that we have had. This is a report that was put together by an inter-ministerial working group headed up by John Anderson. Have you not seen it?

**Mr. Blundy:** What's the title?

**Mr. Vice-Chairman:** Group Homes: Report of the Interministerial Working Group is the title of the document.

**Hon. Mrs. Birch:** It's a very excellent report. We have some copies here; so I'll make sure that everyone gets a copy.

**Mr. Vice-Chairman:** Might I ask, have the members of the NDP received this?

**Mr. Foulds:** No, I haven't received it.

**Mr. Vice-Chairman:** So none of us have received it.

**Hon. Mrs. Birch:** It has been circulated to all the municipalities across the province, and we're encouraging them to make provision within their local municipal bylaws for the provision of facilities—group homes in particular—for the many people who require that kind of facility.

**Mr. Blundy:** Madam Minister, is there anything included in that report to assist municipalities in rezoning and official plans and in educating people to accept group homes in residential areas? I was discussing this with the minister the other day.

**Hon. Mrs. Birch:** Yes, there is a model by-law. It also spells out very clearly the standards and guidelines that this government will be insisting be adhered to before any group home is allowed to be developed in any community.

**Mr. Blundy:** How long ago was this sent to the municipalities?

**Hon. Mrs. Birch:** It was in early September—

**Mr. Blundy:** Oh. All right.

**Hon. Mrs. Birch:** —and we're receiving quite a good response from municipalities across the province. We are hopeful about the results of this report, along with the assurance of standards established for group homes and a public awareness program that is under way to allow people to become better informed about what group homes really are—that they are not for molesters of children or some of the horrible things you hear suggested as to the kinds of people who are accommodated in group homes. Many of them are for senior citizens. Many of them are for children with varying needs. Some of them are for patients from psychiatric hospitals, helping them to become re-established in the community.

We feel very strongly that, if we can continue to get the support of communities across this province, the backup of group homes in a community will indeed be very helpful.

**Mr. Sweeney:** Excuse me, Madam Minister, just to sort of sharpen the focus on the response you're making now: The concern I was trying to highlight runs parallel to the concern you just expressed between the federal and provincial governments. As I understand it, the federal government is getting out of direct payments to certain programs and sort of leaving the province with full responsibility but, at the same time, transferring—or supposedly transferring—sufficient funds to do that. That's the parallel I'm trying to draw here.

If the provincial government is going to deinstitutionalize and phase back into the local municipal community, then surely the same principle exists. That's what I was trying to highlight. You've got to phase back sufficient support into those communities—whether it be financial support, human resource professional support, or whatever—to make it possible. Otherwise, it just isn't going to happen.

That's my concern about the whole de-institutionalizing trend. You can't just turn around and say to the communities, "You're responsible for your own people"—and I agree with that; whether we're talking of corrections, the retarded or whatever, I think it's far better for them to be served in their own community. But just as you are concerned about the federal government making unilateral decisions, I am expressing on behalf of the municipalities their concern about what they perceive to be unilateral decisions without the necessary support from your ministries. It's in that context I was raising the question.

**Hon. Mrs. Birch:** I can assure you, Mr. Sweeney, there is ongoing financial support for the communities that are willing to provide this kind of help; and it's not only financial support for group homes. We have increased our support for home care. We have increased our support for home chronic care. These are all backup support services in the various communities across this province. We have several pilot projects—I think there are seven at the moment—providing home chronic care to patients in their own homes. We have nursing care, again through the Ministry of Health, providing care to people who require a certain amount of nursing care. We believe this is a turnaround; this is what the government is providing for communities if they will accept the responsibility for carrying out some of these programs through the Nursing Homes Act. It's available to communities. Not all communities use it. They don't feel that it's necessary.



What we are trying to encourage is the use of all of these community support services that are available. They are funded by the government. There are different percentages; there are some where there is a small amount of municipal support involved. They are a function of the government. They are supervised, if you will, and inspected to make sure that the program that was intended to be carried out is indeed being carried out. We can't do much more than encourage communities to become involved in these programs. I think that more and more communities, as they realize their responsibility to their citizens, must realize and appreciate that we are doing everything we can to make sure that there are standards and guidelines and that in no way will they cause problems for those people who live in the neighbourhoods where group homes or some of the other facilities are being built.

You mentioned the mentally retarded and the slowness in getting them returned to various smaller community facilities. I think we all agree that the very large facilities are not acceptable. But again we have to get a degree of understanding and acceptance from the various communities in order to accommodate smaller institutions or smaller group home living arrangements. We are most anxious to educate people, through a public awareness program, of the rights of these people to live in their own communities close to their families.

**Mr. Cooke:** Surely, though, if you are committed to deinstitutionalization, there's more to it than just saying all the nice things you are saying. I know what has happened to people who are supposed to be deinstitutionalized and taken out of the psychiatric hospitals. What happens is that they are put into inadequate rest homes. In the case of the mentally retarded who were taken out of, say, Cedar Springs in southwestern Ontario, and the ones in Windsor, the young people were then sent to nursing homes and rest homes.

If that's your idea of deinstitutionalization or a community service, it is completely unacceptable to me; and that's what's happening right now.

**Hon. Mrs. Birch:** But I don't think you can entirely fault the government for that. There is a community responsibility.

**Mr. Cooke:** The community can't respond when the funding is inadequate. How can a community respond when there's not funding available to set up adequate group homes?

**Hon. Mrs. Birch:** I would deny that. I think there is money available; we have tried,

and we have met with a great deal of resistance. It has been suggested, in fact, that the government should impose these kinds of facilities on communities. We have resisted that, because we don't think that's in the best interests of those people who are going to have to live in a facility in a neighbourhood or in a community where they are not wanted.

**Mr. Cooke:** I will take the opportunity to look at this document much more closely this evening, but what you have got here for Windsor is a home for special care—and I suppose that's for senior citizens and psychiatric patients.

**Hon. Mrs. Birch:** I would imagine it's for psychiatric patients.

**Mr. Cooke:** Right. And the owner is E. Kitchen, 580 Devonshire Road. That was a nursing home for a number of years, but it downgraded itself to a home for special care because it couldn't meet the nursing home requirements. Let me tell you, if you ever come to Windsor, I would like to take you to that place and show you what you call a home for special care. It stinks. It is really inadequate.

**Hon. Mrs. Birch:** I think that is very unfortunate, because I happen to know of homes for special care in Scarborough, and they are very well run and looked after.

**Mr. Cooke:** I'm sure there are examples of that. I'm indicating this particular example that you have listed in your book. I am sure it's the case with many homes for special care that couldn't meet the new Nursing Homes Act, which was brought in during 1972, that they downgraded themselves to homes for special care, or in some cases to rest and lodging homes, but still providing the service. Many people in the province don't understand the difference between homes for the aged, homes for special care, nursing homes and so forth. They think they are going into a nursing home and they get this totally inadequate service. It really bothers me.

**Mr. Vice-Chairman:** Excuse me again. We are taking away from the minister's thrust in responding to Mr. Sweeney first and Mr. Foulds second. I understand that you are still wanting to respond to Mr. Sweeney. We can get to these specifics when the minister is finished.

**Mr. Cooke:** I'm sorry. When I hear these kinds of comments, I get so upset with them that I have to say something.

**Mr. Kennedy:** Perhaps I could ask a supplementary to clear it up at this point. Are

there not inspections and standards in those types of situations as well as others?

**Hon. Mrs. Birch:** Of course there are.

**Mr. Vice-Chairman:** I would like to interject. There will be a vote at 5:40. I'm going to ask that we finish our deliberations at 5:35 and reconvene tomorrow at 2 o'clock. Madam Minister, with that in mind, you have eight minutes and 20 seconds.

**Hon. Mrs. Birch:** Thank you very much. Mr. Sweeney also made reference to affirmative action programs within the Ministry of Labour as far as the handicapped people are concerned. I can only reaffirm that they certainly have had a very excellent affirmative action program providing many opportunities within the Ministry of Labour. As well, they have had an affirmative action program whereby they have provided consultants to the private sector, encouraging them to use more handicapped people.

The report to which he referred has been acted upon. The Civil Service Commission has hired a co-ordinator, who is working throughout government in the hope of placing more handicapped people as more jobs become available. The CSC has made an excellent survey of all of those jobs within government that might be given to people who have handicaps of varying degrees. As I say, the CSC has employed a co-ordinator, and that program is well under way throughout the whole government service.

**Mr. Sweeney:** Are there any statistics as to how many people have been hired?

**Hon. Mrs. Birch:** I haven't got those statistics, but I imagine we could get them for you.

**Mr. Sweeney:** Could you get them? Because I have had a number of handicapped people call me, and I have contacted various ministries; they say, "Oh yes," but they never get hired. It's on paper, as far as I can see. That's why I raise the issue. Is anything actually being done other than some nice plans and some nice agreements? Are people being hired, period?

**Hon. Mrs. Birch:** People are being hired. If you just walk throughout these buildings, you will see them coming out of the offices and the Wheel-Trans handicapped transportation picking them up.

**Mr. Sweeney:** Could you get us some figures?

**Hon. Mrs. Birch:** I will try to get some figures for you.

You also mentioned that some handicapped are having great difficulty in that they do have jobs but the pressure of the tax back

becomes such that it is not any incentive for them to go out to work. We're very concerned about that particular issue. We're very concerned, as a matter of fact, about providing the same kinds of opportunities for the handicapped people of this province.

We recognize that there must be more mobility for the handicapped in order that they can share so much of what the rest of us take for granted. You spoke about the transportation projects that were under way. They were all very successful. There were five of them. We have an evaluation of those programs. As a matter of fact, we have a new program that we hope will be announced at a later date.

[5:30]

We feel very much as you do, that we have to provide for the handicapped people of this province, that it is not good enough to just meet their needs and that they must be given the same opportunities for recreation, for culture, for education and for employment. That is something we are working very hard at at the moment.

You got on to women and equal pay for work of equal value—

**Mr. Sweeney:** Within government.

**Hon. Mrs. Birch:** I can only speak for myself. I certainly receive equal pay for work of equal value with my colleagues.

**Mr. Sweeney:** You're not quite the rule, Madam Minister.

**Mr. Foulds:** In the philosophical term, I have heard of argumentum ad hominem; I have never heard a defence ad hominem. I suppose that itself is a sexist remark.

**Hon. Mrs. Birch:** It surely is a concept we would all like to see implemented. You spoke of the complexities of this concept, and I'm sure you appreciate it is an ongoing concern of the Advisory Council on the Status of Women, which reports to me. The Women's Bureau in the Ministry of Labour have certainly done a lot of work in this area. You mentioned the programs the federal government has implemented in this area. I am not aware of those, but I will be asking for a report to see how they have been able to implement them, and on what basis they decide what is equal pay for work of equal value.

You also mentioned that you were concerned, as we are, about the phenomenon of single-parent families. You asked what we were doing in that area. There are many things we have been attempting to do. One of the projects that is under way at the moment involves some of the women in a



retraining program; if there are children, it's hoped to provide them with day care while they are taking the retraining program and after they receive employment.

The statistics are very reassuring. The numbers of women who go into that program and who have gone on to become independent really encourage us to enlarge upon this program. The continuing support while they are getting themselves established after the retraining program is an important facet of this particular project. For some of them who have become very dependent on OHIP coverage, the drugs, the dental plans and all the other things that go along with mothers who are on FBA, it's very frightening for them until they are assured that indeed their employment is going to continue and that in fact they will earn enough money to take care of all those various needs for themselves and their families. We have developed a program where that is extended until they do have the self-confidence that they can carry on in their new jobs and look after their own family responsibilities. We are very pleased with that.

**Mr. Sweeney:** From a co-ordinating point of view, do all of the ministries within your policy field support that particular approach? There have been some examples where one ministry supports it and another one doesn't, and the woman falls in between.

**Hon. Mrs. Birch:** I can only say that when it goes forward from our policy field, it goes forward as a recommendation and everyone

within that policy field would support it. If it becomes a government policy, then it is supportable, yes.

**Mr. Sweeney:** Let me give you a specific example of a couple of women in Guelph who went to the university there in the past year to upgrade themselves but were denied day-care subsidy by the community. In the one case we have got the Ministry of Colleges and Universities supporting it and in the other one what would appear to be the Ministry of Community and Social Services, through its day-care program, not supporting it. One of the women had to drop out.

**Hon. Mrs. Birch:** Again, it might be dependent on the kind of day care that was being provided. If it was municipal day care, controlled by the local municipality, they may in their wisdom have decided not to provide it; or it might not have been available. I couldn't comment on that individual case, but I know that in this program—

**Mr. Sweeney:** It's the co-ordination aspect I'm speaking to.

**Hon. Mrs. Birch:** In this program, that is all co-ordinated and worked through; the assurance is given to the mother before she begins her retraining program that day care is available. Without that, the whole program would fall apart.

**Mr. Chairman:** I think perhaps we had better adjourn. We vote at 5:40, and that would give us five minutes to get up. We will reconvene tomorrow at 2 p.m.

The committee adjourned at 5:35 p.m.

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No. S-33

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Social Development Policy

**Second Session, 31st Parliament**

Wednesday, November 8, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 8, 1978

The committee met at 2:07 p.m.

## ESTIMATES, SOCIAL DEVELOPMENT POLICY (continued)

**Mr. Chairman:** When we adjourned last, the minister was responding to Mr. Sweeney's comments. I presume the minister has some further remarks in that regard.

**Hon. Mrs. Birch:** When we adjourned yesterday, Mr. Chairman, I was responding to Mr. Sweeney. I think I was just about to respond to his question about what action had been taken by the ministries with regard to legislation developing out of the Symons report on human rights.

I would like to inform Mr. Sweeney today that each of the policy fields was asked to respond to the recommendations in that report. We have done so within our field. We established a committee made up of representatives from the ministries. A very thorough study was done of all the recommendations, and those recommendations were sent to the Ministry of Labour, which is responsible for their implementation. That's where it is at the moment. We have no further information as to what is developing there.

**Mr. Sweeney:** Madam Minister, could you give me any indication of which policy areas your policy secretariat feels there should be some movement on?

**Hon. Mrs. Birch:** We're very interested in those recommendations—

**Mr. Sweeney:** There are an awful lot of recommendations here, and I fully appreciate you probably don't put them all in the same priority listing.

**Hon. Mrs. Birch:** That's right. But those that made reference to the needs of the handicapped are recommendations that we're very interested in. There were other recommendations, but I just can't recall them at the moment.

We did address ourselves to all the recommendations in that report and, as I say, we sent our response on to Labour; I assume the other policy fields have done likewise. It's back with Labour now, and they will

have to take the initiative on when it will be introduced into the Legislature.

**Mr. Sweeney:** Do you have any idea what kind of time line they're looking at? Is it a year from now, six months from now or what?

**Hon. Mrs. Birch:** I have no idea. I would assume it would be much sooner than that. I'm not sure there will be time during this session, but I would assume that the latest would be by the spring.

**Mr. Sweeney:** Okay.

**Hon. Mrs. Birch:** You also made comments about the Ontario Educational Communications Authority and some of the developments there. I thought I would bring you up to date on the OECA and the responsibilities of the Minister of Culture and Recreation (Mr. Baetz) in that area.

A federal order-in-council, 1659, was passed pursuant to section 27 of the Broadcast Act which requires that educational broadcasters must be arm's-length operations. In other words, the Canadian Radio-Television and Telecommunications Commission must be satisfied before issuing that broadcast licence that the broadcasting operation is not directly controlled by the crown.

In Ontario, educational television broadcasting is carried out by our OECA, an arm's-length crown corporation; and, of course, it has its own board of directors. It reports to the Legislature through—but certainly is not controlled by—the Minister of Culture and Recreation.

It does receive government funding from a number of ministries, including Education, Colleges and Universities, and Culture and Recreation. Each ministry provides funding to support programs and distribution activities related to its client group, but there is no direct control or indeed any veto of program content. I think we have all been apprised of that over the last few days.

**Mr. Sweeney:** Are you aware that they have any other major source of funding than the three ministries which you described?

**Hon. Mrs. Birch:** I think they do some private contract work and consulting work. Other than that, I have no idea. Maybe Dr. Wright has.



**Dr. Wright:** Not much, Madam Minister. I think they receive some moneys as a result of selling materials they have produced to networks for distribution and broadcast in other jurisdictions.

**Mr. Sweeney:** I can understand the funding relationship with the Ministry of Education in terms, let's say, of a form of contracting for programming and transmission and things like that. I'm not quite so sure I understand the funding relationship with the Ministry of Culture and Recreation. It would appear as if they just drop a block fund on the doorstep and say, pretty well, "do as you want."

I'm putting it in very simplistic terms, I realize. What I'm really trying to get at is whether there is any kind of other relationship than that. Is it as simple as that: They just give them the money and say, "We have to depend upon you to use it in the wisest possible way?"

I understand the arm's length description with respect to the CRTC. I can understand the reasoning behind that. But there has got to be more to it. At least I would think there would be.

**Hon. Mrs. Birch:** I know that some of my own advisory councils have had an opportunity to meet the board of directors and to make recommendations as to some filming that might be provided.

The advisory council for senior citizens, for instance, approached OECA and asked that some filming be developed—actually a public education program—to make the public more aware of senior citizens and their lifestyle.

The multicultural advisory council has also had discussions with OECA in encouraging them to develop more in the way of multicultural programs.

Other than that, I don't know that there is any direction given from Culture and Recreation to OECA as to their programming. I think it's very much left to the board of directors to make those decisions on how they'll carry out their function.

**Mr. Sweeney:** Is the funding on a more-than-one-year basis, or are you aware of that?

**Hon. Mrs. Birch:** Oh, yes. It's on a regular annual basis.

**Dr. Wright:** But it's only on an annual basis; there's no long-term commitment.

**Mr. Sweeney:** What I'm leading to obviously is this: If for any reason the government decided that wasn't a very good investment for their purposes, how long would it take them to get out of it?

**Hon. Mrs. Birch:** I guess they just wouldn't have to provide the funding for the next year.

**Mr. Sweeney:** It would just be a one-year basis?

**Hon. Mrs. Birch:** Yes.

**Mr. Sweeney:** Okay.

**Hon. Mrs. Birch:** You also raised the question of lotteries and wondered how much further we were going to get involved in that. Personally, I hope not much more. The new one I don't even understand at all; so I couldn't even comment on it, other than to say that The Provincial and the new one are interprovincial lotteries, with most of the provinces involved in them as well.

[2:15]

You asked why we got involved in the lottery game at all. As you know, it came out of Loto Canada. The decision was that money was going out of the province, that there are people who do like to buy tickets on lotteries and that, indeed, if the money was there and it could be used for recreational and other uses that perhaps the province could become involved. Arrangements have been made for the interprovincial lotteries to take place and, as you know, a lot of very excellent recreational programs and groups of people involved in culture and other activities have received the benefit of those lottery funds.

I think the general public seem to respond very well to the lotteries the province has introduced. In fact, if we were not involved in them, it would just mean that people would still be buying tickets on lotteries and the money would be going to the other provinces or to the federal level. I don't know if that's a reasonable explanation of why we're in it, but indeed we're in it and we are seeing the benefit of some of that funding in many programs.

**Mr. Sweeney:** A second part of my question to you, Madam Minister, was, do you have any idea at all if there are some negative effects? One was raised by my colleague from Niagara Falls having to do with the difficulty that other agencies are having in raising money because that kind of loose change, if you will, is going into lotteries and/or whether there's any negative impact with respect to family financing. Do you have any kind of fix at all as to that?

**Hon. Mrs. Birch:** No, I don't. I suppose there are areas of concern, probably in small towns where service groups which have used that method in the past to raise money for the various projects that they might have might feel some pressure. Certainly it hasn't

been brought to my attention and I have no knowledge of anyone who has been hurt by the lottery system at all. The Ontario Economic Council recently funded a study on lotteries and expects that it will be completed within three months. They are saying that in general the evidence being assembled seems to suggest that lotteries are not as regressive as many persons may imagine.

**Mr. Sweeney:** Not as?

**Hon. Mrs. Birch:** Not as regressive as many people might imagine. It is being done by a professor at McMaster University and the study will be completed within three months.

**Mr. Sweeney:** My questions were not to be deemed to be critical, but I don't know and a lot of other people don't know, and that was the basis for raising it in that particular way. Does the government know what effect it's having?

**Hon. Mrs. Birch:** I suppose some study could be done of those people who have been fortunate enough to win \$1 million or \$100,000, or whatever it is, and see what happens to their lifestyle after they become instant millionaires. I don't know if someone would want to assume that kind of a study.

**Mr. Sweeney:** I wasn't suggesting that kind of a study.

**Mr. Blundy:** We weren't worrying about the top winners, we're worrying about the little man and woman on the street who are the payers. I think the number of lotteries that are held now certainly must be draining some family financial situations, and so forth, and this is more the question that I had in mind and I think that perhaps Mr. Sweeney had in mind too.

**Hon. Mrs. Birch:** I'm sure that we're all very much aware that everybody seems to have a little bit of a gambler's instinct and one only has to see the numbers of very large bingo games being carried out in small towns and in large arenas here in the city, where literally thousands of dollars are spent in an evening. If we are going to concern ourselves about lotteries and if we are going to set ourselves up as a judge about how people will spend their money, I guess we would probably have to look at the bingo games, we would have to look at the rack tracks and we would have to look at all kinds of sporting events where people place bets and gamble. I just have to wonder if that's the government's responsibility, or if that boils down to being an individual responsibility about how much money they can spend in this area.

**Mr. Blundy:** I am personally not being critical about it at all, Madam Minister. If we are going to have all these lotteries and so forth, I think the government might as well be in on some of the take and be able to provide things in the province that might not otherwise be provided. I am not being critical about it. I know that people have gambled for years and they will gamble for many more years to come.

I am wondering if the number of lotteries that are held now is resulting in any suffering among families, because I have heard it said, and I don't have any concrete evidence, to the effect that the people who most participate in the lotteries are sometimes the people who least can afford to spend that extra money. The only thing I would like to know is if there has been any search of that view, to see if that is a valid view and so forth.

I am not being critical of lotteries. If there are going to be lotteries, we might as well get in on some of them. I can think of all kinds of things you can do, if you can't think of them, with the money.

**Hon. Mrs. Birch:** I think we have thought of a few ourselves, but I think perhaps those concerns may be addressed in the report that is forthcoming from the economic council.

Mr. Sweeney also made a reference yesterday, and I perhaps didn't give him a complete answer, when he talked about the disincentives in income maintenance programs, and I just wanted to apprise him of the situation. When the ministers of welfare were in Cape Breton recently meeting with the ministers from across Canada, this question did come up. Most of the ministers were very anxious to make some changes, particularly with the disincentives that are there for the physically handicapped in obtaining employment.

Because of some of the cost-sharing arrangements and the restrictions of the Canada Assistance Plan, it makes it almost impossible. It is anticipated that this will be one of the items on the agenda when the ministers next meet with the Minister of Health and Welfare of Canada to discuss the possibilities of easing some of these restrictions and making it more worthwhile for handicapped people to become employed.

**Mr. Sweeney:** Excuse me, Madam Minister, correct me if I am wrong, but I thought I understood that the purpose of moving to block funding for social services was to enable the provincial government to use the money in the way in which it saw fit, rather than having to tie it in with strings, shall we



say, from the federal government. Is that not true?

**Hon. Mrs. Birch:** Yes, that is for certain programs, but the Canada Assistance Plan financing was going to be continued as well in some of these other areas. That is where those programs would be funded, through that cost-sharing arrangement with them.

**Mr. Sweeney:** They are going to be funded as before, they don't come under the block?

**Hon. Mrs. Birch:** No. The block funding was a new way of enriching programs and, in fact, bringing new, innovative programs on stream. All the income support programs are under the CAP arrangement.

**Mr. Sweeney:** Let me come back, then. That is not what I understood, obviously. Is it true that the moneys that are going to colleges and universities will be block funding with no strings attached?

**Hon. Mrs. Birch:** No.

**Mr. Sweeney:** That is not true either?

**Hon. Mrs. Birch:** That is all under the established program funding, which is another arrangement that is a federal and provincial arrangement for funding of post-secondary education and health.

**Mr. Sweeney:** But again, is that not going to be a sum of money which goes to the province and it makes the decisions as to how it allocates it?

**Hon. Mrs. Birch:** Oh, yes, but that is a separate arrangement.

**Mr. Sweeney:** Okay, that is one block.

**Hon. Mrs. Birch:** We don't call it a block; it is an established program funding arrangement.

**Mr. Sweeney:** I used the term "block" simply to mean that it is a transfer of tax points and a block of dollars which are not predetermined as far as their use is concerned.

**Hon. Mrs. Birch:** There are certain restrictions as it relates to our health program, certain things which are written into that contract with the federal government that, in fact, we wouldn't be able to do in the health-care system because of the restrictions within the contract.

I don't know about the secondary education, if there are strings—

**Dr. Wright:** I don't think there are any conditions of the same sort there.

**Hon. Mrs. Birch:** —but there are some within the Health field.

**Mr. Sweeney:** But if I understood you correctly a minute ago, any of the income maintenance programs which are shared—

**Hon. Mrs. Birch:** Are all under CAP.

**Mr. Sweeney:** —are still under CAP. You learn something new every day.

**Dr. Wright:** It is intended that they would all continue under CAP.

**Mr. Sweeney:** What was the reason for that? Obviously you have described a situation where either you or at least some provinces would like to make moves and are going to be prevented from making them because of that. I am a little bit at a loss as to why you would agree to keep them under CAP, or did you not have any choice?

**Hon. Mrs. Birch:** We really didn't have much choice.

**Dr. Wright:** It has to be recalled that the first plan for the social services financing by the federal government provided such an incredible detail of requirements for reporting and program design and approval that there would have been, in effect, three levels of administration. The provinces resisted that very strongly. It would have imposed more control.

**Mr. Sweeney:** Is there any kind of a written description of these arrangements between the federal and provincial governments that could be made available to us in, shall I say, layman's language?

**Hon. Mrs. Birch:** Oh, yes. We would be very pleased to provide them.

**Dr. Wright:** Madam Minister, I am not sure, but I believe there is usually an appendix in the Treasurer's budget that deals with those programs, both describing them and giving current progress reports on the funds. I wouldn't know if they are in layman's language, though.

**Mr. Sweeney:** I'll have to look there, then.

**Dr. Wright:** We can certainly undertake to provide the information.

**Mr. Sweeney:** The other printed descriptions I have read to date obviously led me to understand it differently from the way you have just described it.

**Hon. Mrs. Birch:** I would like to refer back to your comments about deinstitutionalization and your recognition that you too agree that this is the way we should be going; it's a more humane and certainly more compassionate way to help those who need ongoing support services. I didn't have the figures before me, but yesterday I did indicate to you that the home-care program is certainly one of the ways of providing that support service, and you wondered about the extent of that program. From 1975 up to 1978 it has doubled; we are now spending,



this year, \$26.4 million in the home-care program of the Ministry of Health.

The Ministry of Health is also operating, as I indicated, the seven pilot chronic home-care projects in Kingston, Hamilton, North Bay, Algoma, Haliburton-Kawartha-Pine Ridge, Ottawa-Carleton and Peterborough. For the 1978-79 year, 20,000 persons will be assisted at a cost of \$3.2 million.

I made reference as well to the Home-makers and Nurses Services Act of the Ministry of Community and Social Services. This is a cost-shared program by which the ministry subsidizes municipalities 80 per cent in providing these services. The budget for the past three years has been: \$5 million in 1976-77; \$5.6 million in 1977-78; and in 1978-79, it will be \$6.9 million in that particular program. That's the one I was making reference to that municipalities have the opportunity to avail themselves of if they are prepared to. Not all municipalities do.

There are 113 elderly persons' centres that are presently in operation in Ontario. The Ministry of Community and Social Services subsidizes these centres and the budget for 1978-79 is \$1,776,000.

We have a meals-on-wheels and a wheels-to-meals program.

**Mr. Sweeney:** Excuse me. What's that?

**Hon. Mrs. Birch:** Those are the meals that are taken out to people within the community, mostly senior citizens.

**Mr. Sweeney:** It was the reversal that caught me.

**Hon. Mrs. Birch:** That is where they take people to a place like a home for the aged, where they share in the food there.

**Mr. Sweeney:** I understand.

**Hon. Mrs. Birch:** We have day-care programs which are provided in a number of homes for the aged, for senior citizens living in the community, and the senior citizens branch in Community and Social Services is funding 27 new demonstration projects which provide community-based support services to senior citizens.

I am sure you will agree with me that we are attempting to meet a great many of the needs. Undoubtedly we haven't met them all; but through some of the demonstration projects, we are hoping to find ways that are more suitable and will reach those people who can use the particular kind of services.  
[2:30]

**Mr. McClellan:** What are you trying to demonstrate?

**Hon. Mrs. Birch:** I'm trying to demonstrate, Mr. McClellan—

**Mr. McClellan:** We know what the needs are and we know how to meet the needs. Why do you need demonstration projects instead of comprehensive programs?

**Hon. Mrs. Birch:** Perhaps if you were in this position you would just put on a universal program right across the province. If there's one thing I've learned since I've been in this position, it's that you don't meet people's needs in that manner. There are a great many different needs for different kinds of people and what we attempt to do is to meet the needs of particular communities. Some communities, as I've pointed out, avail themselves of the nursing services; other's don't. In those areas where they are not providing them, some of the other programs, through demonstration projects, are very viable and that's what we are attempting to do.

We are attempting to spend the money we have available—

**Mr. McClellan:** You're trying to save money. You're attempting to do that, yes. That's what you're trying to do.

**Hon. Mrs. Birch:** —to meet the needs of different groups.

**Mr. McClellan:** You're trying to save money and so you—

**Hon. Mrs. Birch:** No, we're not trying to save money.

**Mr. McClellan:** —fund these programs on an ad hoc basis, at your determination on the basis of demonstration projects. We don't need any more demonstration projects. We have sufficient wealth of experience in other jurisdictions to know exactly what the needs of senior citizens are for personal support services and for a community-based care system. We know what to do. What we need is a government that has the courage to do what needs to be done.

**Hon. Mrs. Birch:** I take umbrage with your comments. I would remind you we are attempting to meet the needs. Yesterday I pointed out to you that in our new family committee we've already recognized that we look to other jurisdictions so often to find the solutions to our own problems, only to find they don't apply. That applies in this situation as well.

**Mr. Sweeney:** Madam Minister, one of the reasons I raised the question was that it seems to me that many of the groups presently operating, are continually looking over their shoulders wondering whether or not they're going to have enough funding, whether it's going to continue. Take meals-on-wheels as an example. What sort of

guarantees do you, or can you, give these kinds of operations? This is happening in other areas as well, but it strikes me that there's an awful lot of human energy used in a wasteful fashion in wondering, "Where do we go from here? How long are we going to be around?" Are you able to give any longer-term commitments than just one year at a time? What sort of overall long-range planning does the policy field do in these areas?

**Hon. Mrs. Birch:** This is not a function of the policy field. These are ongoing programs within the Ministry of Community and Social Services. And if it became the obligation of the policy field to direct every program within our ministries, it would be untenable.

**Mr. Sweeney:** I wasn't asking you to get directly involved in something like meals-on-wheels. I'm trying to get at an over-view policy approach from a policy point of view. Do you take a look at this kind of thing and do you, as a policy group, say to yourself, "We've recognized the need here, we've started out to assist and to encourage and to motivate people to try and meet that need"? We know from the feedback we're getting that they're very concerned about not knowing whether they're going to have their money tomorrow or how much they're going to have the next time up. How do you, as a policy group, go about making long-term commitments?

**Mr. Cooke:** Before we go any further on that, on a point of order, are we on the minister's response or are we on the first vote? What are we on?

**Mr. Chairman:** No, we're on the minister's response to Mr. Sweeney and it's getting a shade out of hand.

**Mr. Cooke:** I guess I bring that up whenever Mr. Sweeney is responding because someone has to bring him to order occasionally.

**Mr. Chairman:** Yes, it is getting a little bit out of order. Perhaps we could complete the response to Mr. Sweeney and since Mr. Foulds isn't here, would you like the response on the record?

**Hon. Mrs. Birch:** Not to the Lakehead Psychiatric Hospital.

**Mr. McClellan:** She doesn't intend to respond anyway. I don't know why we're here. I don't know why we deal with this ministry.

**Hon. Mrs. Birch:** I beg your pardon?

**Ms. Gigantes:** You told him to go to Health, didn't you?

**Hon. Mrs. Birch:** I said that's where the answers were to come from, yes.

**Mr. McClellan:** The answers are all in other ministries. I really don't know why we deal with this ministry at all.

**Mr. Chairman:** Well, I'm obliged to put in my nine hours.

**Hon. Mrs. Birch:** Yes, I am too. There are places I'd rather be.

**Mr. Cooke:** In Mr. Foulds' opening statement yesterday, he used the hospital as an example of what's happening to cutbacks in the social service section, which does involve you. He was asking how priorities are set—

**Hon. Mrs. Birch:** That's right. And I was quite prepared to—

**Mr. Cooke:** —so I think it does deserve some kind of a response.

**Hon. Mrs. Birch:** I'm quite prepared to respond to that. I thought perhaps he would be here if he were interested in hearing that response.

**Mr. Lupusella:** Of course he's interested, Madam Minister. I guess he's quite busy with other duties involving his work. I'm sure he's interested in the whole issue.

**Hon. Mrs. Birch:** Very briefly, then, if I could—

**Mr. Sweeney:** I won't ask any more questions.

**Mr. Chairman:** I welcome more questions when we get to the votes, Mr. Sweeney. There's no problem about that. But perhaps the minister would like to respond to Mr. Foulds' comments.

**Hon. Mrs. Birch:** With regard to Mr. Foulds' comments as they related to my role and the defence of the ministries within our policy field, where he seemed to feel we were not doing as well as the other policy fields, I would like to read some figures into the record.

As a percentage of the total provincial budget in 1971-72, the estimates of the social policy field were 66.8 per cent; resources, 14.7 per cent; and justice, 3.3 per cent.

In 1972-73: social, 69.4 per cent; resources, 14.1 per cent; and justice, 3.8 per cent.

In 1973-74: social, 67.1 per cent; resources, 14.3 per cent; and justice, 3.8 per cent.

In 1974-5: social, 65.9 per cent; resources, 14.1 per cent; and justice, 3.8 per cent.

In 1975-76: social, 64.6 per cent; resources, 14.2 per cent; and justice, 3.8 per cent.

In 1976-77: social, 65.3 per cent; resources, 14.1 per cent; and justice, 3.6 per cent.



In 1977-78, social, 66.4 per cent; resources, 14 per cent; and justice 3.7 per cent.

In 1978-79: social, 65.1 per cent; resources, 13.7 per cent; and justice 3.5 per cent.

I would suggest to Mr. Foulds that we defend our policy field and the social services of this province very well.

On vote 2601, social development policy; item 1, social development policy:

Item 1 agreed to.

On item 2, social development councils:

Mr. Cooke: Does this include the senior citizens' advisory council?

Hon. Mrs. Birch: Yes, it does.

Mr. Cooke: I think there was a recommendation by that council about a year ago that nursing homes should be changed from the Ministry of Health to the Ministry of Community and Social Services. I believe that was a recommendation made by this body, and I wonder whether you've given consideration to that or what the status of that recommendation is.

Hon. Mrs. Birch: That's a study that's ongoing. We haven't had a report back from the ministries involved.

Mr. Cooke: A study that's ongoing—what do you mean?

Hon. Mrs. Birch: Between the two ministries—of the whole nursing home policy.

Mr. Cooke: There was a recommendation made by this council. It's a study that's ongoing. When can we expect—

Hon. Mrs. Birch: Their recommendation would go to the council. As a matter of fact, there was representation from the council on the group doing the study.

Mr. Cooke: When can we expect some kind of policy decision? Or are these discussions going to be ongoing for the next number of years?

Hon. Mrs. Birch: No. As a matter of fact, most of the reports we've had in our field come back fairly quickly. But, at the moment, I couldn't give you the answer.

Mr. Cooke: There was also a move afoot in the Ministry of Community and Social Services to have a pilot project in the Niagara area, I believe, to monitor rest and lodging homes. That was something in the same area, to see whether or not there should be a policy decision to bring rest and lodging homes under provincial control. Has that been given any further consideration?

Hon. Mrs. Birch: Not that I know of. On page 17 in your book it does say that the task force is still studying the needs of the standards for retirement and rest homes.

Several members of the advisory council have met with that task force and, as a matter of fact, within the advisory council there are committees that are studying the situation as well. But it hasn't come to a cabinet committee yet.

Mr. Cooke: When can we expect that to happen? So far, when there have been questions asked of the Minister of Health on this particular subject, he says that the regulation of rest and lodging homes is a municipal responsibility, which they are.

Hon. Mrs. Birch: Of course, they are in Windsor.

Mr. Cooke: But we all know that there is inadequate monitoring of rest and lodging homes, and municipalities have been saying that they just don't have the resources to monitor them adequately. I am sure you have seen some of the bylaws that govern rest and lodging homes in municipalities, and they relate strictly to a number of square feet per person with some very basic regulations. They are certainly not adequate.

When can we expect some action on behalf of your government to make sure that these facilities are adequate? They are certainly not adequate now.

Hon. Mrs. Birch: As I suggested to you, there is a task force studying that, and it's to be hoped that their report will be before the policy field in the not too distant future; then we will act, just as we have acted on the group home report.

Mr. Cooke: All I can say is that, as I understand it, the recommendations were made by the council over a year ago. That means that they have studied it; now you have been studying it for over a year and you still have no idea when some concrete action is going to take place. That seems like it's a pretty inadequate response.

Hon. Mrs. Birch: Unfortunately, that is the response. We will just have to be patient. The study is being done, we are all concerned about it; and, just as quickly as it is presented to the policy field, we will be able to make some recommendations to our colleagues.

Mr. Blundy: Madam Minister, I am going to ask you a question about the services for elderly infirm people. I know that you will point out that there are all kinds of plans in existence for day care, for meals-on-wheels, for taking people to senior citizens' homes and homes for the aged and so forth. But I would like to point out a couple of things to you before I place my question.



According to the figures we see now, there is a decreasing number of children in Ontario and fewer children being born. On the other hand, there are stories and figures to show that the population of Ontario is ever-increasing in the over-65 levels.

On the one hand, the Ministry of Health is working with the general hospital system in Ontario, and there are fewer and fewer chronic-care beds, with the result that people are having to get out of general hospitals who are considered to be chronic cases—not terminal cases, but long-term cases. The Ministry of Health is not giving very many permits for the building of nursing homes in Ontario. I know of two or three nursing homes which would gladly build another 40 or 50 beds if they could be licensed to do so by the Ministry of Health.

[2:45]

On the other hand, the Ministry of Community and Social Services does not permit except in special circumstances, the building of additional beds for the elderly, for either custodial care or special care. I know one home for the aged where the population in the home has got to the point where most of the residents are now special care cases. The Ministry of Community and Social Services has grudgingly granted them an increase in that category of special care beds but they've reduced the number of ambulatory or custodial care beds.

You know as well as I do that the number of people in the senior citizen years is increasing every year in our province. And these two ministries are reducing the needed accommodation for these people. My question is, what are you going to do with the increasing number of senior citizens?

I know there are programs for day care. There are outreach programs, which I commend. All these things are helpful. But can't you see, as I see, the conditions existing now in the care for people in senior years are going to be even more difficult to meet two, three, four and five years from now because there is going to be that many more elderly people? Longevity is pronounced in our population.

I'm pointing out what I see is happening in my own municipality and other municipalities in Ontario where one ministry is cutting back in the health field, in the nursing home field and another ministry is cutting back in homes for the aged. I'm very puzzled. If we have a problem now, what are we going to have in another four or five years when the senior years people are going to be even more numerous? They

have to be looked after. We owe it to them. How are you going to respond to this? What are your plans for the future? I'd really like to know because I'm puzzled.

**Mr. McClellan:** So is the Minister of Community and Social Services (Mr. Norton).

**Mr. Blundy:** Yes, I think everybody is.

**Mr. McClellan:** As we found out last week.

**Mr. Blundy:** Yes, that's right.

**Hon. Mrs. Birch:** Mr. Blundy, we are perfectly aware of the changing age groups we will be concerned with, particularly in about 20 years, when a great percentage of the population will be over 65. What we're attempting to do now is start to plan to provide support services to keep those people in their homes where possible. There will always be the need for acute treatment beds. There will always be the need for nursing homes and chronic care facilities. But we're trying to provide alternative kinds of care that will keep people in their own homes.

That's what I've been attempting to say to you today when I brought to your attention some of the things we're doing in the development of home nursing, home chronic care. Those are the kinds of services that will allow people to be looked after in their own homes, in their own communities. It's very difficult to turn it around. We do have institutions we must maintain. We are not cutting back on the institutions.

**Mr. Blundy:** No, you're not.

**Hon. Mrs. Birch:** The institutions are there. We're just attempting to direct the money, the resources, into other areas that people find far more acceptable, allowing them to receive the kind of help they require. We're doing it through programs to provide home maintenance to those elderly people who would otherwise find it rather difficult to maintain their homes. And all of these programs are much better ways to serve the senior citizens than providing institutions. We feel it's a much more compassionate way to deal with the problem.

When you talk about the senior citizen, automatically we assume everyone who reaches the age of 65 suddenly becomes dependent on the government or someone to carry on and that's just not true.

**Mr. Blundy:** Yes, you're right.

**Hon. Mrs. Birch:** The larger percentage of senior citizens in this province is perfectly competent to live out their lives as they always have done, some with a minimum amount of support, others with varying de-

grees of support. They don't all require a home for the aged, they certainly don't all require nursing homes, they don't even all require home care, but we are aware of the situation and we're attempting to meet that problem by getting into place now as quickly as possible the resources to help them maintain their homes and to stay in their homes.

**Mr. Blundy:** I would just like to pursue a couple of things with you, Madam Minister. You noted when I was speaking I didn't say the over-65s or anything; I used the term "the people in their senior years." The populations of our nursing homes and our homes for the aged are showing marked increases in age. It's common to have 80- and 90-year olds in these homes, so I'm not talking of those over 65.

I commend your ministry for doing anything you can to keep people in their homes, like having maintenance help, having custodial help, shopping help, a daily call to see if they're all right. These are all great programs, but the point I think you are missing or perhaps don't want to see is that the number of people on this upper limit of the senior years is becoming even greater than we had anticipated. Even though we are trying to serve those in the lower elements of the senior years in the manner which you have said, and I agree 100 per cent with that, we are not keeping pace with the ones in the senior years, certainly not in a number of municipalities of which I am aware.

As I say, you know, it's common to live to be 90 and 95 in some of these homes. If they were all going to drop off at the age of 75 we wouldn't have any difficulty with the bed situation. This is the point I really want to bring home to you.

**Hon. Mrs. Birch:** We will certainly have to continue to meet the needs of that age group and if in fact we have to provide more in the way of nursing homes or homes for the aged to accommodate them this will be done. I was just attempting to bring to your attention that our whole emphasis is to turn it around and to help people to stay in their own homes if that is possible.

**Mr. Blundy:** As long as possible. I agree 100 per cent with that.

**Hon. Mrs. Birch:** As long as possible, but there will always be the need, of course, for nursing homes and for chronic care facilities and many of these people just could not be looked after in their homes no matter what kind of help was provided for them, and we recognize that.

**Mr. Cooke:** I hope you don't think that home care provisions are adequate in the province now? I mean, the way you talk—

**Hon. Mrs. Birch:** No, I didn't suggest they were, I said we were attempting to turn it around.

**Mr. Cooke:** I would just like to see some real concrete evidence of that. We've been trying to get a home-care program in Windsor for quite some time, and the response of the Minister of Health (Mr. Timbrell) is that the only way we will ever get a home-care program is if they can cut \$300,000 or \$400,000 out of the present hospital budget to fund it, otherwise there will be no extra funding coming.

How the heck do you cut \$300,000 or \$400,000 out of the budgets for the hospitals when the people who should be at home with home care are in the hospitals being cared for? There obviously has to be a phase-in period for this type of thing and there just won't be a home-care program in Windsor because they can't cut that kind of money out of the hospitals.

The way you talk, everything's ideal, and I think you really believe what you're saying and that's unfortunate, because you are right out of touch with reality if you really believe what you're saying.

**Hon. Mrs. Birch:** Mr. Cooke, you know I represent a large constituency as well, and I am just as aware of the needs and just as concerned as you are. It's very difficult to provide everything for everybody overnight. We have limited resources, we are in periods of constraint, and I think recognition should be given that we are doing the very best we can with the resources available to us. It's very difficult to turn around because we have to continue to provide for that hospital in Windsor; we know that, but it's very difficult to find all the other resources to provide the alternatives. We are gradually being able to do that.

**Mr. Cooke:** I haven't seen any great advances being made. They're certainly not being made quickly enough and when you consider what Mr. Blundy is saying, that our population is aging, certainly the advances have to be made much more quickly than they are.

**Hon. Mrs. Birch:** I guess we would all like it to happen overnight, but that is just not realistic.

**Mr. Cooke:** I'm not talking about it happening overnight; I'm talking about it happening, period, and I don't see that.

**Hon. Mrs. Birch:** I only have to say that since I became a member of this govern-



ment in 1971 I have seen tremendous strides made in all of these areas. I think the indication of the percentage of the budget that goes into the social policy field is indicative of the kinds of things we are providing in the way of social services to the people of this province.

Obviously you have a problem in Windsor—

**Mr. Cooke:** Adequate social services when we see the type of thing happening that Mr. Foulds raised yesterday? Adequate social services when we see what happened in Sarnia—the Kim Ann Popen case—which to some extent was a result of cutbacks? And you call that adequate? I don't call that adequate.

**Hon. Mrs. Birch:** I don't accept that it was the result of cutbacks. There are human failures as well in the system. There are human frailties.

**Mr. Cooke:** People who are very familiar with the situation seem to think that part of the responsibility was with the government cutbacks; and they are much more familiar with it than either you or I. I prefer to take their evidence.

**Hon. Mrs. Birch:** That is your privilege.

**Mr. McClellan:** Have you forgotten that in your own interministerial report on residential services, which said in 1975—and I think I can remember the sentence verbatim—"that the elderly in the community can barely make ends meet and are offered little in the way of services to help them remain in the community"?

**Hon. Mrs. Birch:** That would be 1975. We haven't sat still. I have read into the record what has been done in the way of home care, chronic care, home chronic care—we haven't stood still.

**Mr. McClellan:** You haven't even put in the legislative framework that would provide for the orderly funding of home-care services to the aged. We still fund elderly persons' centres through the Elderly Persons' Centres Act, which isn't designed for the kinds of needs we understand exist today. We don't even have a legislative framework to begin to develop a network of community support services for the elderly. That's why you proceed on a so-called "demonstration" basis, on an ad hoc basis.

We had one of your demonstration projects in Metropolitan Toronto, the Chorcor program. I am one of the members of this assembly who has a large senior-citizen community within my riding, the north part of the riding. We made extensive use of the Chorcor project while it lasted—it didn't

last very long; it terminated in June. What good is that?

We don't need you or Metro social services to demonstrate there is a need for home help, for home care, for home repair, for shopping assistance. We know that. We know that people who live in their own homes in the community need those services. They are elderly. We don't have to have that demonstrated. What we have to have is legislation that will permit the orderly development of those services and their funding on an adequate basis.

I sound a little impatient. I don't mean to, but we went through all this last week with the Minister of Community and Social Services. There is a certain sense of futility in going into it again with you on the basis of the answers he gave with respect to no resources to provide these services. But there are many hundreds of volunteers in my community struggling to provide meals-on-wheels programs and friendly visiting programs. They are strapped for funds, they are not funded properly, they don't get the kinds of support they need to do this job.

You preach volunteerism, but you don't really support the voluntary sector.

**Hon. Mrs. Birch:** I would take exception to that, Mr. McClellan.

**Mr. McClellan:** You support them with lip service. But they don't need support with lip service; they don't need your little pat on the head. What they need is concrete support. Senior citizens don't need a lot of rhetorical statements about the basic humanity of providing non-institutional care. Nobody disagrees with that.

[3:00]

What we need is a legislative framework, and some leadership in putting into place an orderly range of services—health-care services, social services, and community services, both public, private and voluntary—that will meet the needs for home-care services. It is not the function of government to provide all of those services, but it is the responsibility of you and your government to make sure those services are in place. You have failed to assume that responsibility, and you continue to fail to assume that responsibility.

**Hon. Mrs. Birch:** Again, I have to disagree with you. I guess we could probably argue all day about how you view the programs the government has in place to help the elderly across this province. I, of course, would have to say we haven't been able to do all the things we would like to do, but we are, within the resources available to us, providing a range of services, and as well



encouraging the voluntary sector through many of those agencies, through many volunteer groups, to provide some services.

Item 2 agreed to.

On item 3, youth secretariat and youth experience:

**Mr. Blundy:** I am confused as to where to bring up things in this particular item, but I will start by saying I wanted to question the minister about the student assistance program, and so forth. This I presume is under Colleges and Universities. Would we be discussing that here?

**Hon. Mrs. Birch:** No. That is a program within the Ministry of Colleges and Universities.

**Mr. Blundy:** So we will discuss that in another vote?

**Hon. Mrs. Birch:** Not within our estimates. I would suggest that would be within the estimates of the Ministry of Colleges and Universities.

**Mr. Blundy:** But you are the boss of the whole works?

**Hon. Mrs. Birch:** I don't like to be referred to as the boss of the whole works, Mr. Blundy. No, I am just the co-ordinator of all of the policies that are formed within our policy field.

**Mr. Blundy:** The changes that have been made in the student loan program are causing some hardships, in my opinion, and I wanted to demonstrate a few of them. But I will do it later if that is the appropriate time. Mr. Chairman, I am at your mercy.

**Mr. Lupusella:** Mr. Chairman, if I may, I would like to express my particular concern about youth programs. The first question I would like to raise with the minister is how well known are these programs among the ethnic communities? It seems that it is not largely used by students coming from those ethnic communities, in particular, those living in Metropolitan Toronto. Each year when these programs are implemented or co-ordinated by your ministry, it seems a lot of students are not even aware of their existence. I am just wondering what kind of guidelines your ministry set up in the past in relation to this particular item.

The second question I would like to raise is that MPPs each year recommend students to be hired by this program, but I was never aware of whether or not those students had been hired. What procedure are you implementing in relation to that?

**Hon. Mrs. Birch:** Perhaps Mr. Jones will respond to you, Mr. Lupusella.

**Mr. Jones:** Yes, perhaps I could answer it, Mr. Lupusella, working with it as I do, and travelling and meeting with a lot of the students who are working under the various programs. I am not sure which one you are referring to, but I would guess it might be the Experience program, which cuts across the many ministries and last year had some 13,500 participants.

The program has been going for some six years, so through students themselves, for that matter, it has come to be fairly well known within the school system. From an advertising point of view, it is part of a program that takes place across the province—every riding. It uses various forms of media from weeklies to the youth offices, radio stations—that type of vehicle—to convey the several programs whether they be junior forest rangers, junior agriculturists, or our Ontario Youth Employment Plan. The Experience program would be part of that. We find of all our programs it's probably the one with the highest awareness factor.

If you're finding in any given area that there is a group that for some reason might guide us as to some of the things we could do to increase that awareness, we're anxious to do it. In fact, if anything, we've been criticized for spending money on helping young people to become aware that these programs exist.

Last year in our estimates I believe it was the Liberal critic, Mr. Conway, who said the booklet we put out which advertises the programs and is made available in every library and every school, which splits the jobs, as you know, about 50-50 on post-secondary and secondary, was one of the ones they applauded because it does set them all down for an easy identification as to what to expect from the job, what they'll be doing and in what area it's in.

As to the second part of your question, if I understand it correctly, you were asking when MPPs make recommendations. We recognize that every member, whether federal or provincial, is in touch through their constituency offices with young people. Given the disproportionate numbers of their normal unemployment figures and given that the summer press is on, the young people come to MPPs' offices. In fact, we encourage it. We tell them in a tough market to contact everyone they might know who might help them.

However, once it gets to the government system all that happens with those recommendations is that it helps facilitate the application getting into the particular ministry

that does its own hiring. That won't carry any special weight—

**Mr. Lupusella:** No, no. I didn't intend to touch this.

**Mr. Jones:** But we pay a lot of attention because we know it's very sincere that the MPPs are front line centre in their constituency offices.

**Mr. Lupusella:** If I may reply to this particular point, the point I raised was not to put more weight on those students who have been recommended by MPPs. My particular worry is that I would like to know how many students from different ethnic communities have been hired. That's the kind of balance I would like to see.

As I stated before, it's my concern that the program is not very well known among the Italian community, for example. When I mention the existence of such a program they are quite surprised. That's the reason why I'm bringing up this particular topic.

I don't know what you can do to increase awareness. How many students from different ethnic communities—I don't just want to mention the Italian community—have been hired in relation to the English-speaking community?

**Mr. Jones:** I'm sure we wouldn't have that breakout for you. I wouldn't pretend to have that breakout. We do have breakouts on male, female; we have them according to where they've been working regionally. Obviously, the big numbers are central, which includes Metro.

The programs in certain ministries tend to be larger in some areas where you'd expect to find an ethnic community. For example, Culture and Recreation, as a ministry, has large numbers of programs. I think it's second only to Natural Resources.

A great, great many of theirs—and I've visited them—do happen in areas in ridings that have a high multicultural mix. There are young people of ethnic background who do take part in it. They find their way there.

But I do recognize and appreciate your comment that perhaps we should continue to be alert to look for increased ways to make them aware of that program.

**Mr. Lupusella:** Okay. Thank you.

**Mr. McClellan:** I don't like statistical breakdowns that show the number of people served by a riding. I just don't like that practice. But I think it's useful to do some kind of statistical breakdown by region so we get a sense of the distribution of summer employment jobs across the province. I recommend that you don't use ridings as the basis for the breakdown, but I think there

needs to be a reasonably small regional breakdown so you're not just listing people from Metropolitan Toronto but by various regions, perhaps by boroughs or something like that, so we can get a sense of and know demographically where there are high areas of unemployment.

We know where there are large pockets of low-income families. We would like to know if people from those communities are being served on an equal basis with respect to special employment opportunities. I think that kind of information is very useful for all of us to have, so maybe you could look at that.

**Hon. Mrs. Birch:** I think we have that kind of information now. When I was responsible for the youth secretariat back in the beginning, we did indeed search out those areas of the province where there was a great deal of student unemployment and lack of opportunity. I can remember designing special programs for the youth in the north and I think that information is available.

**Mr. McClellan:** Well, maybe we could just ask Terry if he could look at that and see whether there are ways of providing that statistical information.

**Mr. Jones:** Sure. As a matter of fact we'd be happy to share a breakdown with Experience components. As you may have guessed, it's still coming in from this past summer, but it is true that there is a breakout every year, as Mrs. Birch says. She mentions, for example, the north.

**Mr. McClellan:** The north is a big place, though.

**Mr. Jones:** Oh, it is, and we break it down by region. We use TEIGA regions with a purpose because we use—

**Hon. Mrs. Birch:** North of the French River.

**Mr. McClellan:** No, no, no, it includes Parry Sound district now, please don't forget that.

**Hon. Mrs. Birch:** Yes, that's right.

**Mr. Jones:** One of the things we do—because remember some of this information, just as you suggest, Ross, can be used and is used in advising on-line ministries and Treasury and the others that have job policy components. And as we learned from an ongoing program—a special program because it has a high Experience component—we see things happening in a certain area.

As Mrs. Birch mentions, while say the northwest has about three per cent of the student population, the actual jobs created under Experience up there are about 10 per cent. They're loaded and admittedly,



with a purpose. Because we also monitor the other programs such as OYEP and find out some of the private sector jobs that again have Experience components and we break that out, in turn, and maybe serve some of these larger population areas in this area. We do have the details, of course, and any time you want any of those on a program at the tail-end of the year, we have it. For example, we have 1977 and we have our projections for 1978 and they've always come in pretty much on target, because we control the jobs, of course.

**Mr. Sweeney:** Madam Minister, one of the most depressing, if I may use the term, statistics to come out of Metro Toronto in 1977 was that in the age range from 15 to 19 years, the largest single cause of death was suicide. I'm sure you're aware of that. What overall co-ordinating policy decisions, or reflections even have been made to take cognizance of that; to make any attempt to try to understand it; to make any attempt to try to remedy it; to make any attempt to work with groups of people who might meet that very obvious and crying need?

You know that's a startling statistic. I read recently that there's almost an anti-child or anti-kid sentiment in our society today. How true it is I don't know, but when you look at a statistic like that, you start believing it. What do you do in an overall policy co-ordinating situation to deal with that situation? I know you don't solve it, but what are you doing about it?

[3:15]

**Hon. Mrs. Birch:** We don't solve it, Mr. Sweeney, because we don't really know what the reasons are for that phenomenal number of young people who are so desperately unhappy that they take their own life. It is a recent statistic that has been brought to our attention and there are several independent studies under way to try to find some of the reasons behind it. I would assume it will take a few months before we have any results back on it. There are a great many people who are concerned with the numbers of young people who are indeed taking their own life.

**Mr. Sweeney:** Do you have any fix or any feedback on it?

**Hon. Mrs. Birch:** No. Mr. Jones might have.

**Mr. Jones:** Definitely in the youth secretariat and the social development policy secretariat we have an interface with it. There is a special ad hoc committee of cabinet working on it. As you can appreciate, it involves work with the coroner's office and

others that have some expertise. It's not something you would like to see splashed across the newspapers. I'm sure all of us can understand that because of the effect it might have on those youngsters who might be on that brink.

I think one of the reports you would be referring to is the Garfinkle work from the Sick Kids records probably. Some 3,500 attempts, as you may know, were recorded in Metro. It averaged somewhere in the order of 1.1 actual successes for every high school in the Metro area. As the minister says, it's a very delicate subject that has to be approached by all the ministries because as you break down those statistics you find those who are having trouble with the school system, those who have acne, those who are obese, those who have suffered child abuse and have had problems with sexuality and all the rest of that. They are very delicate issues cutting across a lot of ministries.

I can tell you at this time from our playing a role in it that all the resources of the various ministries that it affects are involved. That includes the Attorney General and Solicitor General. The frightening thing about that statistic, the report that you refer to, is that the mean age was somewhere like 14.1 years.

**Hon. Mrs. Birch:** That's frightening.

**Mr. Jones:** When you ask us what are some of the things we might be doing, we found there was an alcohol component in some of them, but there are a host of things. There was a disproportionately high number of females involved—75 per cent. That turns around incidentally in later years, but in those adolescent years, they were three-quarters of them.

As you look for reasons and then in turn solutions, we've tried to break them down again. We're just talking about statistics by area. In some areas it's declining right now and we are trying to examine the type of programs that are taking place there.

It's much like vandalism. You try to find the reasons and attack the root causes. It might sound strange at those ages, when I just said the mean age was 14.1, that something like unemployment would have any relation as a suspected root cause. If I can tell you, the anxieties that kids are picking up from newspapers, their homes and their communities about those things are occurring in much younger ages.

The professionals we find ourselves working with think that one of the best things we can be doing as the government is attacking root causes like unemployment and the



worries about it. The youth secretariat is involved in high school visitations where they are discussing those types of things with kids at a young age and, hopefully, allaying some of their fears. I don't think there is ever any magic wand that is going to be found. It's going to be a combination of things by a host of ministries. That's how they are approaching the study of it right now.

**Mr. Sweeney:** If you can pinpoint such things as schools, hospitals, police or whatever that might be able to spot some of these things and perhaps head them off, do you have any guidelines or do you have a counselling communication?

**Mr. Jones:** As you know, in the actual community crisis centres are dealing with this in a very real and increasing way. It's not something you could do as you do with alcohol through advertising programs on TV saying: "Be your own liquor control board." It would have the exact opposite effect.

We would advise in our role as a policy section of government. Say the Ministry of Health is there putting out education on sexuality which is increasingly a problem at a younger and younger age, then we can hopefully help make those programs germane and helpful in their language for those who are having trouble with that problem. Those are the types of things we work on.

I sensed someone was snickering a bit earlier in the committee about our fixation with the family. It may be easy to snicker at, but I find it true in all the work I do in those areas—I'm talking about vandalism and so on—for the youth secretariat and working with my ministry and the other ministries, that the peer pressure replacing the traditional family influence in these things is very real. Mr. McClellan mentioned yesterday—no, it was yourself—the fastest growing group, the working mothers and females leading the family. That plays a role. As we listen to the changes in children's services and the problems with latch-key kids and all those new phenomena of our present day, they are wrapped up in the adolescent suicides.

The policy field is working on it. There have been some hopeful new signs found in areas where there has been some improvement in recent years, where things have specifically happened in that community. Now it's a matter of spreading it. And a lot of work is done through the professionals.

**Mr. Sweeney:** Could you give me one example of what you call "hopeful new signs"? Quite frankly, I haven't seen them or read about them.

**Mr. Jones:** We found in areas where the incidence of vandalism went down, the adolescent suicide rate went down. We went looking at some of the programs where individual schools in a community have changed their practices at lunch-time and have brought in some new types of programs for information at lunch-time and after hours, making the schools available. To touch on vandalism because I'm familiar with it, one particular school in the north last year had \$38,000 damage done to it and this year it amounted to \$800. Specific programs have been put in place. I think there is some relationship.

As we were working with that, we couldn't help but peek over that city and see that formula was spreading from one school to another. Hopefully, that was one of the big things reducing vandalism. And looking at that community, its adolescent suicide rate had taken a mild tilt. There weren't big figures to work with there, so we're going to have to do more examination of those statistics.

We're in the very early stages of it. You know that report is very recent.

**Mr. Sweeney:** It's frightening though.

**Mr. Jones:** It's frightening, to be sure.

**Mr. Van Horne:** Mr. Chairman, I would ask your indulgence because perhaps this question should have been asked a little earlier on, but it's difficult to ask questions when you're in the chair part-time. I'm sure you'll bear with me here.

I'm not sure, Madam Minister, whether or not there is a specific age range to which the youth secretariat branch directs itself. I notice in one area, pen pals, grade three, you're looking at roughly seven- or eight-year-old youngsters, and on the other hand the thrust of the employment opportunities and other programs would seem to be aimed basically at a teenage group.

Perhaps I should have asked this under the heading of the International Year of the Child or another of the headings we've already dealt with, but back in the middle of 1977 I had a group in London approach me because they were a little bit frustrated with their reception from the government. This group is the Ontario block parent group. I am sure you're aware of the Ontario Block Parent Association or organization.

Very briefly, block parents got its beginning in the United States but was picked up here 10 years ago in Canada by the National Council of Jewish Women, London section. For 10 years that group has worked

diligently to promote the block parent program. At this point they have a large number of communities, not only in Ontario but across Canada, participating in the program. I feel they are doing a tremendous job. However, as always, jobs such as this require some funds.

The organization chairman in London, a Mrs. Margaret Magee, in the middle of 1977 approached the Solicitor General's office for some direction, some assistance. They were referred to the Minister of Social and Community Services and were again referred to the Minister of Education. I took it upon myself to ask the minister if there were any special consideration, because in each case each ministry had to say, "I'm sorry we can't accommodate your need." The need was roughly \$5,000 for them to carry on with their work.

The Minister of Education did suggest that there was a special fund available and he corresponded with me in May of this year. The correspondence in part reads: "I have read the papers which you handed me regarding the request of the above committee for funding from the provincial government. This is obviously a worthwhile project of importance to young children and viewed in this light I would like to be able to assist.

"You are aware that our miscellaneous grant funds have been severely restricted this year and in order that I may give further consideration to the request I am enclosing Management Board application form MB-22 which the committee should complete and return."

That was done. Then we had the shift in ministers and the new minister was not able to respond except through one of her staff by telephone to my office saying that we had best forget it.

It's an unfortunate way to do business and it's unfortunate that I have to bring this to your attention in this way at this time, but I do feel if you are asking us what we would like to present to you as matters of import and you took the time to send us all letters, particularly on the International Year of the Child, I would like to submit to you that for an organization—and I'm not speaking for London, Ontario, now, London happens to be the residence of the chairperson of this organization which is now really Canada-wide, but really has its major thrust in Ontario. They are looking for some help and I would feel that some kind of consideration should be given to this group. I have gone so far as to suggest that we might be able to twist it around and get a

Wintario grant and I have made a submission to Mr. Baetz on their behalf.

I would ask, would you please—because this has bounced from ministry to ministry and it's really all under your umbrella—would you please take a look at this very special situation and hopefully give us some direction as to how this organization can get some assistance?

**Hon. Mrs. Birch:** Thank you very much, Mr. Van Horne. I, of course, am aware of the program and it is indeed a very excellent one. It is preventive in nature and certainly brings communities closer together in helping to look out for each other's children. I have it in my own community. It's a very successful program and it's one I would certainly like to see across the entire province.

I will indeed look into that problem. The application for funding for block parents has not been brought to my attention before. [3:30]

**Mr. Van Horne:** Whatever I have on file, I will gladly duplicate and share with you. I would like to see something happen, and fairly soon. They are scraping by now.

**Mr. Jones:** I might add to that, Mr. Van Horne, as we are looking at the estimate, the youth secretariat is a unique section of government and we do get around and meet with an awful lot of different groups. For example, about a week ago at the provincial convention of the Catholic Parents and Teachers Federation I represented my minister. I was there also to discuss the youth secretariat, being the ears of this constituency that cuts across a wide range, as you point out.

In advance of that, I was talking to a woman who was either from North Bay or Sudbury—in fact, she was president of that body—who wanted some information on block parents. We have that in Peel where, I think the police played a large part in helping to establish the program. It is very volunteer-oriented.

This woman—I think she was from North Bay—wanted to get one started. She felt she had the volunteer resources but just didn't have the pattern to follow. We were able to pick that up; we met her at the convention, supplied her with some material that another community in essence was sharing with one that wanted to get on the program. I have never had funding in the context of block parents brought up to me, and I know there hasn't been funding in my own community.

Quite apart from the response that Mrs. Birch is giving to you that she will look into it, there might just be some tips from other



areas. As you pointed out, it started in your community, apparently, as far as Ontario is concerned. Nevertheless, a lot of communities have had some very successful programs and with just plain volunteer approaches.

**Mr. Van Horne:** I would concur. I do have a list of close to 100 communities in Ontario that are now participating and that I will share with you too.

However, in providing even an outline or some direction aside from the volunteer help, I don't believe the ladies in London have any funds coming to them for secretarial work they do in their own homes, et cetera. They simply need funds for printing, postage, general supplies. I have a proposed budget for their 1977-78 year. The total is \$9,800. That is all that they operate with on a province-wide basis; and the assistance they need is roughly two-thirds of that—\$5,000 to \$6,000 is what they would hope to get.

**Hon. Mrs. Birch:** I know that some local groups get municipal grants. That's the case in Scarborough. There is a grant made by the municipality to the block parents association. Perhaps in some of the other municipalities that will be forthcoming. But we will be very pleased to look into it.

Item 3 agreed to.

**Mr. Chairman:** Mr. Blundy mentioned that he had some comments with respect to the student award program. You realize, Mr. Blundy, that that program comes under the aegis of the Ministry of Colleges and Universities. If you are talking about development and co-ordination in that program, it would have appropriately come under the first item, social development policy.

We have made reasonably good time, and with the consent of the committee, if you have a few brief comments to make I would entertain them.

**Mr. Blundy:** Thank you, Mr. Chairman. I have had a number of people contact me because of their dissatisfaction with the amounts of either grants or loans they were getting. It seems to me that since the revision of the program by the minister there is more satisfaction in the undergraduate field. They seem to be looked after quite well.

Most of the complaints I have are from those who are going on to something else. They are looking even more and more at the resources of their parents, which is a good thing in itself, but I have found they are making reference to the parents' income in a way that is unfair. For instance, I know of cases right now where the marriage is a second marriage. I'll give you an example.

[This girl is 22 years old. She'll be 23 years old next month. Her father disappeared 10 or 12 years ago. He just ran off and her mother remarried about a year ago. The man her mother married has a job and has an income. The people looking at this application are saying that this girl is the responsibility of her stepfather.]

She is not a girl, she is a young woman. She has never lived in the home provided by the stepfather. Her mother just got married last year. This girl is a young woman in her own right and in many normal circumstances, would be out on her own.

Her mother, who was recently married, has worked part time in a Mac's Milk Store getting \$2.65 an hour. I think she made about \$2,000 last year. The girl is living with three other people sharing rent and so forth. She's in a recreational leadership program at Fanshawe College and she has to attend certain conferences and so forth. There's just no way she'll be able to continue going to school as long as they make reference to the fact that the man her mother happened to marry, who is no relation to her and hardly knows her, has a job.

This is most unfair. I've been taking this up with everybody and so far I haven't gotten any place with it.

Don't you think a young woman of 22 who, because her mother got married, happens to have a stepfather who has a job, should still be able to get grants and loans to further her education?

**Hon. Mrs. Birch:** She could still get a loan, but not a grant.

**Mr. Blundy:** Apparently she is getting a \$1,000 loan. I forgot to mention that. She is getting a \$1,000 loan which is going to be insufficient for her to stay in the course. The point is I don't think reference should be made to the stepfather being a person to support here when this young woman has never lived in that home.

**Hon. Mrs. Birch:** Have you suggested they appeal that decision?

**Mr. Blundy:** Yes, this afternoon I had a long talk with Mr.—I've forgotten what his name is. There's going to be an appeal board, yes.

**Mr. Chairman:** Clarkson?

**Mr. Blundy:** Clarkson, yes.

That's just illustrating one case. Many people going on for a second course in tertiary education are having a tough time compared to those who are in an undergraduate course. They're being dealt with much more unfairly. It's important to Ontario and to the people of Ontario that these young people



be encouraged to go on in these courses. With limited job opportunities available to young people during the summers in the past several years, many of these people are having great difficulties. I wonder if you have any views on the matter.

**Hon. Mrs. Birch:** There are loans available to them, as I say. They're expected to make a contribution by way of a summer job. If it can be documented that they were unable to find a summer job, or meet that requirement, that is taken into consideration as far as a loan is concerned. It's the grant portion you're referring to and we're aware that many parents who could well afford to help their children with the expenses of post-secondary education have not done so.

**Mr. Blundy:** I agree there have been great abuses of it. You hear stories about them getting loans and grants and buying a car or a television set and so forth. I'm sure it's quite correct. I know there are great abuses of it. I'd like to make the point that some of these very exceptional cases should be looked at in an exceptional manner and treated in that way.

**Hon. Mrs. Birch:** I am sure you will find that that particular situation will receive attention. Perhaps someone misunderstood or the facts were not presented to them in the proper manner because, as you have suggested, it seemed highly unlikely that the stepfather should be held responsible for a 22-year-old for whom he has never had any real obligations.

**Mr. Blundy:** I have had a lot of other cases, but I just happened to be working on this one this afternoon before I came here and I was getting really upset about it.

**Hon. Mrs. Birch:** I can understand that. I hope it works out well.

**Mr. Chairman:** Mr. Blundy, is it a case of where the stepfather has more than adequate income in view of the student award officer or is it a case of assets being over the limit?

**Mr. Blundy:** The stepfather has a position with Bell Telephone and he's considered to have sufficient income to educate his children, but I can't say that this is his child.

**Mr. Chairman:** Then it's not a question of assets?

**Mr. Blundy:** No.

**Mr. Chairman:** It's a question of income?

**Mr. Blundy:** Right.

**Mr. Chairman:** She has seen the review officer at the institution—the student has gone to the student award officer?

**Mr. Blundy:** Yes, that's all gone through. I believe there is going to be an appeal tomorrow on the matter.

**Mr. Chairman:** This completes the estimates of the Social Development secretariat. Thank you very much.

**Hon. Mrs. Birch:** Thank you very much, Mr. Chairman.

**Mr. Chairman:** I should mention the generosity of the minister in providing coffee for everyone. I am not a coffee drinker but I noted that it was done. This is the first time it has happened in committee.

**Hon. Mrs. Birch:** I thought you were going to remind them that we invite them to come out to the park for lunch.

**Mr. Chairman:** If you can supply them with coffee, I should be able to supply them with wine and cheese, coming from Huron-Bruce.

The committee adjourned at 3:43 p.m.

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**From the Provincial Secretariat for Social Development:**

Wright, Dr. D. T., Deputy Provincial Secretary.

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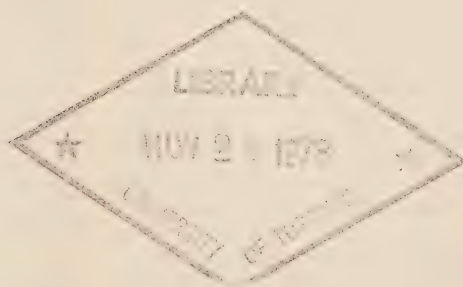
No. S-34

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Health



**Second Session, 31st Parliament**

Tuesday, November 14, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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## LEGISLATURE OF ONTARIO

TUESDAY, NOVEMBER 14, 1978

The committee met at 3:39 p.m.

### ESTIMATES, MINISTRY OF HEALTH

**Mr. Chairman:** Before we commence the estimates of the Ministry of Health, I just wanted to indicate to the committee that we have two substitutions: Mr. Breaugh for Mr. Lupusella, and Mr. Conway for Mr. Kerrio.

**Mr. Minister,** I believe you have a statement.

**Hon. Mr. Timbrell:** Mr. Chairman, the members will be pleased to hear that I have a brief statement.

**Mr. Breaugh:** How many "uh's" are in your statement?

**Hon. Mr. Timbrell:** As I said before, I think you added a couple in the editing and the repetition of that.

At any rate, within the past year, the spending of the Ministry of Health has been scrutinized in some detail by the members of the Legislature before both the standing committee on social development in the spring and the select committee on health-care costs and financing over the summer and early fall. I really don't think it would be useful to go over again all of the ground which has been so thoroughly covered in the recent past.

However, by way of introduction to my ministry's estimates this year, Mr. Chairman, I would like to give you and the committee a broad but brief description of the current changes in our health-care system and touch on some of the more significant developments which are indicative of the approach my ministry is taking to encourage the evolution of the system.

Last week, as you may know, I spoke to the annual meetings of the Ontario Public Health Association and the Ontario Hospital Association on the same day. I indicated to these two key organizations that essentially the ministry is focusing on three trends.

First is the process of decentralization, whereby more of the planning and decision-making about the use of health care resources is to be done at the community level.

Second is the process of public enlightenment, as it were, whereby people are hopefully persuaded to assume more responsibility for their own health, by taking better care of

themselves and by dealing with their own minor injuries and illnesses when they can safely do so.

Third is the process of deinstitutionalization, by which we are placing increasing emphasis on alternatives to the kind of round-the-clock acute care that hospitals provide.

I also attempted to give both the Ontario Public Health Association and the Ontario Hospital Association an impression of where these changes would take us.

As I see it, there is a need for greater integration between the hospital sector and the public health sector. In future, I think the concerns that were traditionally those of the hospital sector and other institutions and the concerns of the public health sector will overlap to a much greater degree.

As we encourage our hospitals to expand such programs as day surgery, day hospitals and outpatient programs, they will be reaching out more and more from the confines of their four walls into the community. I expect the public health sector to reach beyond the boundaries of its traditional territory as well. The old lines of demarcation between hospital and public health programs will become increasingly blurred. Today, distinctions between these sectors have not only lost their value and meaning, but they also stand as impediments to the co-operation so necessary between these two complementary operations.

I believe that, in the long run, such an evolution is inevitable. It is inevitable because what this province requires is an integrated health system—a partnership among hospitals, independent health professionals and the public health sector.

One may well ask, why are these changes necessary? The answer quite simply is to improve health-care delivery in Ontario by making it both more effective and more efficient and by making better use of the health facilities and manpower which are available to the people of the province.

I would think that it is important to remember that, in the context of the overall transition within the system, we are not simply dealing with a cost-consciousness exercise. Cost certainly is part of the rationale but, as you are aware from the many presentations to the select committee, health-care costs are under control in Ontario.

From 1968 to the fiscal year 1975-76, health expenditures by the provincial government in Ontario increased from three per cent to 4.5 per cent of the gross provincial product. This trend has been turned around. In fiscal 1978-79, we estimate that health expenditures by the provincial government will be about 4.1 per cent of the gross provincial product, the lowest they've been in five years.

So that there's no confusion, Mr. Chairman, I might just add that from time to time you will see figures from other countries indicating their expenditures as a proportion of gross national product. But in those terms, Canada in 1975 spent 6.9 per cent. That, of course, is much broader than the figures I have just given you, because the figures I have given you are just for the provincial government; they don't include other expenditures by municipal governments and the federal government and private expenditures on pharmaceuticals and the like. As I say, the 1975 figure was 6.9 per cent.

None the less, these cost-containment measures do not mean that there will be no growth in health-care services. How's that for a double negative?

**Mr. Conway:** Do you want to run that by me again?

**Hon. Mr. Timbrell:** What they do mean is that growth will be carefully planned and managed to ensure we get the best value for every dollar we do spend in the health system. In any event, as I have said, cost is really only part of the answer. The fact is, there are other good arguments which are equally compelling for redirecting the health system.

The health-care system is not out of control, but rather out of balance. Services designed to solve one problem have been used to solve others. Money was spent on highly sophisticated facilities when less expensive ones would do just as well. Emphasis was placed on healing sick people when it would have made more sense to keep people healthy. There is very little evidence that the general level of health is increasing nearly as fast as the money being spent on it.

I suppose in the past the real problem has been that very few of us really understood what makes people healthy. We have laboured under some false assumptions about the way health is maintained. These false assumptions account for a paradox: We need a system that satisfies the public and is efficient by international standards, yet one that is not contributing as much to health as its share of its budget would lead us to expect. Let's look at these assumptions.

[3:45]

First, there is the "modern miracle" theory. This line of reasoning goes something like this: Our life expectancy is much greater today than it was 300 years ago, let us say, and the reason must be the miracle of modern medical technology; therefore, the more we spend on it, the healthier we are going to be.

I would have to admit that this theory is generally accepted in North American society. It provides the motivation behind our preoccupation with hospitals, doctors, medical training and research. It accounts for the fact that most of our health spending is directed to professionals and institutions.

The problem is that the "modern miracle" theory ignores history. The fact is that most of the improvements in mortality rates in the past three centuries occurred before medical advances such as immunization. The most feared diseases, tuberculosis, scarlet fever and smallpox, were already subsiding decades before there was any known cure or preventive procedure.

Improved sanitation and a better standard of living had a lot to do with that. It is perfectly true that in the 20th century medical technology has saved many lives, but not nearly as many as improved nutrition, hygiene and living conditions. To quote one researcher, Dr. Thomas McKeown of Birmingham University, both behavioural and environmental influences are more significant to health than medical care.

In addition, the pattern of illness within our society is changing. Hospitals are designed for crisis cases, such as infectious disease, but these are no longer important causes of death.

Our aging population now is succumbing to degenerative diseases which are often not curable, and yet these cases too frequently end up in hospitals because that is the only place for them. It is an expensive waste of intensive care for those who don't really benefit from it. It makes no sense to spend continuously more on expensive technology in the expectation that it will lead to improvements in overall public health. The biggest payoff lies elsewhere, and that is why we are de-emphasizing institutional care.

A second assumption related to the first is that sick people need special care in special places called hospitals. We could call this the intensity theory. Not that patients like going to hospitals, mind you, but too many do assume it is necessary and desirable from a medical point of view. But I would have to say that often it isn't so. It seems hospitals have become the all-purpose solution to every problem, including family disputes.



An acute-care hospital is no place for chronic ailments, for minor problems, but too often they end up there because there aren't enough alternatives. That is one of the problems of the system. It is a little inflexible, and it is over-invested in acute-care facilities.

Most diseases heal at least as fast at home, and in recent years we have found that even many heart-attack victims can do as well or better if they go home within a week. Home care is a better way to treat many chronic illnesses, and it is much less costly as well.

Minor problems can be looked after at a clinic, including surgery that isn't serious enough to warrant putting the patient up for the night.

These then are some of the alternatives which we are investigating, and in many cases actually investing money in. But public attitudes have to change along with the services and the facilities.

The third assumption is that health is something to think about when you are ill. We don't consider our physical performance or invest any time in it unless we are flat on our backs. Until we become more sensitive to our physical needs, we are not going to stay healthy.

In fact, much illness can be avoided. If we could only get people to think about their health when they are healthy and can do something about it we could save our beleaguered taxpayers literally millions of dollars every year.

The problem is that most of us assume there is a shortcut to health. Unfortunately, there is usually no miracle cure for chronic problems that have developed over decades of unhealthy lifestyle or pure and simple neglect.

Disease is not always a tragic accident that happens to the unlucky; nor is health something administered to a passive patient by superhuman doctors. Health is an attitude of self-respect and intelligent self-care. It is something most of us can do for ourselves.

This is the most important change we have to undergo: a change in attitude from passive consumers of health services to active providers of our own health maintenance, especially as we grow older because the greatest successes of traditional medicine are with children. The chronic illnesses of old age are relatively impervious to our medical skills.

We are adjusting our health-care system to these new realities. I believe the public wants to be involved in its own health. I think the ordinary citizen is interested in becoming an active participant in the health

system. Our job, then, is to offer encouragement and sound information on what each of us can do to maximize our potential throughout life.

As I said, Mr. Chairman, in recent months at these tables we have discussed at great length a number of issues, first in the spring with respect to OHIP and the financing of same, and in the summer and fall we talked about the entire health-care system. In fact we had a very good day on September 15 discussing a whole range of issues. I am sure members will have points they want to raise today. We can cover some old ground if they like, or turn to other areas that are of interest to members of the committee.

**Mr. Chairman:** Mr. Conway, Renfrew South.

**Mr. Conway:** Please, Mr. Chairman.

**Mr. Chairman:** Renfrew North.

**Mr. Conway:** Thank you, Mr. Chairman.

**Mr. Breaugh:** He looks so much like Paul Yakabuski.

**Mr. Conway:** I am not particular but I do draw the line. I want to say at the outset that the minister does make a point. For those of us who served on the select committee, some repetition is probably possible. I don't want to disallow my colleagues who did not have the opportunity to sit through those hearings to have the opportunity of proceeding with questions of the minister on more perhaps local or particular matters of concern to them.

I want to say at the outset, for the record at least, I found it not at all uninteresting that the minister proceeded this afternoon to open his remarks with a conspicuous roll of Life Savers in front of him. I will pass not a comment on what life-saving capacity they are here to provide, save to say, particularly with regard to what he had to say about personal involvement in health care, that that's a wretched example to offer.

**Hon. Mr. Timbrell:** Not compared to what I would otherwise be doing.

**Mr. Conway:** I was going to say I don't want to see the cigarettes either, because of what you had to say in your opening remarks and knowing that yesterday you were traumatized by the CBC, which indicated last evening when I was driving down to Toronto the arrival of age 31 for you. It's 32, I thought maybe they were wrong. Perhaps it's a difficult time.

I want to make just a few general and opening remarks, some of which will have to do with one or two of the findings and one or two of the recommendations of that

select committee, because we haven't had a chance really to discuss what might be done or what the Minister of Health might recommend to cabinet. I want to begin my remarks by saying today that I found the exchange with you and your staff over the course of the summer very positive.

I certainly got to know the ministry somewhat better than I had before, which wouldn't be saying much. Secondly, the people provided to us were excellent and speak very well for the ministry. I have always felt that that kind of an inquiry would privately make the Ministry of Health happy, if only to get its case before the public since the Treasurer's case is the one that's most often put. I am sure that many in the social development field within the government feel hard done by at times and in places with that process.

I must say again for this record that one of the things that really alarmed me about government in this particular ministry was the fact that we were exposed in the latter stages of that inquiry to what I found were just absolutely staggering revelations about something very important; that is the premium assistance business. I wanted to say that with some hope you will respond to us because in the committee we didn't really get too far into that, other than being told about it, and that may not have been all the information.

I just want to ask the deputy minister at least whether or not he has anything to say at a later date about whether what we were told in that select committee is true. Basically, the premium assistance program was often brought forward, as it should have been, as a progressive counterweight to a system that was in some principal aspects regressive, yet we found that it was by and large a widespread failure. That's the sort of revelation that may not in itself mean very much, although in this case it did, but it tends to make someone like myself who is just a lay person in these matters rather sceptical about what else might be amok within the system since that is a very major policy that is perhaps rendered more difficult by its joint Treasury-Health jurisdiction. None the less, to be told in September that the figures given to us in this room some four or five months earlier were absolutely wrong—and I am not saying in any way or shape knowingly wrong—alarmed me. The fact that that was said of such a major program of such importance to both the ministry and the hundreds of thousands of people eligible for that really made me somewhat more sceptical; I must say that.

I'm interested to know whether or not the minister has any comment to offer about the likelihood of this government's accepting the tax credit alternative. I don't want to dwell on that, except to say I would be interested in any response he might feel free to make to that matter in the next period of estimates time.

As well I want to solicit from him, if I can, a response to the recommendation about the chronic care deterrent, as I call it—and it's probably not quite that way—the recommendation that calls for an equalization of treatment to people in the chronic care setting. It is a recommendation contained in the third part of the report.

I would hope also that he could take this opportunity to bring us up to date on something that really developed into quite a concern for all of us. I think particularly of the member for Hamilton East (Mr. Mackenzie) because of its location in his home city. I refer to the Hamilton nurse-practitioner program. I was a bit shocked to say the least at the response of the Minister of Education and Colleges and Universities (Miss Stephenson) to a question by my colleague the member for Kitchener-Wilmot (Mr. Sweeney) when he asked the other day about that program and its demise.

My recollection at that time—and I stand to be corrected—is that she said the reason that program was sliding into extinction was that the nurses of Ontario weren't interested in it. I can't believe that someone with the expertise and the background in this particular field that the Minister of Education and Colleges and Universities has would knowingly say that, because it is a flagrant contradiction of the facts as we, the members of that select committee, knew them. I would solicit some response to the fate of that program and what its short- and long-term hopes are.

So much for the select committee. I wanted to draw out one or two of those points so that you might have an opportunity, if you possibly could, to comment on them; if not, I won't be destroyed.

One thing the minister has done recently that I've found surprising was what he said in the speech he gave some weeks ago to the nursing home association or whatever its official title is. It made me think that between this building and the hotel where the meeting was held he had spied Damascus on the horizon. I would hope that during the course of this estimates debate he might explain himself to this member at least, since I am one member who was surprised by what he said, as I think, many members



were, I say this seeing the member for Carleton East (Ms. Gigantes) opposite the table from me this afternoon.

We know the nursing home question has been one that has been raised in estimates in the House with increasingly regular frequency, in the past two years particularly. The minister has up until this latest statement indicated what I think is not a bad position, that is that the considerable majority of nursing homes in this province are by and large well run, but that there is a minority that really do need to be encouraged, if not more than that, to come up to standards that are presently dictated by the law.

I recall the private member's bill of the member for Windsor-Riverside (Mr. Cooke), in which this matter was also discussed. Even some of the members of the New Democratic Party took the position that the vast majority of nursing homes, as I think one speaker indicated at that time, were passable and indeed exemplary, but there were some that definitely needed strong encouragement to clean up their act. That was the position the minister was taking, as I recall it.

My feeling is that by stronger enforcement of the regulations we can improve the situation. At any rate, I was somewhat shaken in my confidence of this otherwise rather consistent minister when he appeared before the group not so long ago. I don't think it's unfair to say that something of a boom was lowered. Some of us were surprised, if not by the actual words of the minister then certainly by the tone and the strength with which he was putting the case. If one is to judge by the public response of the nursing home association, I think there are many in that association as well that were rather surprised that the minister's position appeared to be changing rather markedly.

I know his response to that is probably going to be that it's not changing, but to a degree the public perception of the minister's emphasis is changing. I certainly think it is, and properly so. I would like him to explain, if he can at some point in these estimate hearings, just what he did say, because I haven't read the speech; why he felt the need to take—

[4:00]

**Hon. Mr. Timbrell:** Would you like a copy?

**Mr. Conway:** I would be happy to have a copy. I'm sure it is in my office somewhere, but it's an unhappy jackpot in there. I would be glad to have a copy of that speech.

I would like the minister to detail for me why it was he took that approach, knowing as he did that it was perceived to involve a

certain amount of politics; and why, almost out of the blue, he appeared to change his emphasis if not his position.

I also want to make one or two other observations. Not the least of these relates to the report the other day which is being dealt with now by the Krever inquiry. It is going to be an inquiry with a report and testimony the like of which we are not likely to see for a while. It is turning out to be a day-to-day exposé that I find most interesting. I was absolutely alarmed to read in the national newspaper a few days ago that this OPP office existed, and had existed for a number of years in the Toronto district office of OHIP and the deputy minister had no knowledge of how it was this particular arm of the police was functioning in the very sensitive area of enrolment information and treatment data—that was the article's description of it and it may not have been that alone.

It comes to light now that not only did this deputy minister not know all this, but his predecessor didn't know. I understand this minister wasn't aware of it. I gather the Solicitor General (Mr. McMurtry) wasn't aware of it and in no way instructed the police to establish themselves in an area of such frontline sensitivity. It is this sort of thing that makes some of us look at what is often described as an OHIP bureaucracy of very considerable and sometimes more than considerable proportions. One likes to believe the best, and in the absence of information of this kind, one generally does. Then you get a revelation like this.

I know it can be said that the emphasis has changed, that we are far more sensitive to matters such as confidentiality now than we were four or five years ago; but I would like to think that in the 1970s, before an arm of the police could settle comfortably in an area such as the OHIP office described here with unsupervised access to all the information available, somebody somewhere in the political arm, hopefully the Solicitor General, with some consultation with the Minister of Health, would be involved. Apparently this did not happen.

I find it incredible. I would like both the deputy and the minister, if they could, to enlarge on the story as they now know it. In the exchange involving the member for Oshawa (Mr. Breaugh) and my leader the other day there was a cross-fire and I didn't get some of the answers I wanted, particularly involving the minister and whether or not there was any involvement on the part of the Solicitor General and whether even at this date he knows that there was. I am



asking basically for a general comment on that situation.

Another area of some popular and timely interest these days is the measure of OHIP benefits. I noticed in the press, and I use this by way of introducing the topic, that the deputy minister indicated a very short time ago that the acupuncturists of the province would not be brought into the ambit of OHIP benefits, although there was an increasing realization in the ministry that there was a positive offering from the acupuncturists that would be dealt with in time.

What I found interesting in the whole acupuncture exchange was that I got the impression from the deputy minister that this was not a time when the benefits under OHIP were going to be extended, certainly in the area of acupuncture. I wondered whether that statement was one of a more general kind that the Ontario Health Insurance Plan benefits are simply going to be held very firm to the limits at which they are presently set, or whether denticare of one kind or another for certain of the province's young people who were somehow addressed in the minister's opening remarks, and foot care of a more expanded kind for a great number of the province's senior citizens, have any hope of being expanded in these times of unhappy and declining revenues.

I want also to comment in respect of the minister's statement about the deinstitutionalization process, which I suppose we are all happy to see proceeding apace. There is an expectation on the part of a number of people in the hospital community that the active-bed ratio is clearly not a settled matter yet and that, before too much time passes, there are going to be a number of more and serious cutbacks in the active-treatment sector in southern Ontario.

A number of my colleagues who shall remain nameless are coming to me and expressing a concern that is being put to them by their hospital administrator, their hospital board or whatever, to the effect that we have the distinct impression that the Timbrell pincers are going to snatch us once again and we're going to be short a number of active-treatment beds that we absolutely require to keep this as a functioning institution.

I am wondering whether the minister might elaborate upon his remarks in the deinstitutionalization process, to the degree he feels he can, about what we can expect within the next year about the cuts, if any, in the active treatment bed sector in southern Ontario.

Perhaps I shall just leave those as a series of introductory remarks. I promised to speak for 10 minutes, and I've talked for 18 minutes; I'll just conclude with those remarks.

**Mr. Breaugh:** Mr. Chairman, I want to use the occasion of these estimates to do something which, in my view, rarely gets done. I am going to do it in accordance with some changes in the rules around here to the effect that, in this opening section, the critic would take some great liberty and deal with the field in very general terms and, as we go through the votes, we would be a little more specific than perhaps we have been in the past.

I want to use this occasion to do something which, unfortunately, happens infrequently; that is, to provide a general assessment of the system itself in total, what's right about it and what's wrong with it, and attempt to do a general analysis of where we are in this health-care field.

It's my view that the oversimplification that we had the world's finest health-care system never was true. The oversimplification that health-care costs were spiralling totally out of control never was true. The oversimplification that machinery and gimmickry was the way to go never was true.

It bothers me somewhat that in such a delicate field as health care we are given to simplification. That's often the fault, I guess, of politicians attempting to score some political points, and it's very often the fault of a ministry which, because it operated in a field that was almost like motherhood—that is, health care—took advantage of that situation and spent vast amounts of money. I think there was not much of a careful analysis of how the money was spent; because it was going to a good cause, no one would question it. Then came the crunch, when the Treasurer of the day (Mr. McKeough) decided that restraint was the order, and I think the ministry dealt with the matter of restraint in almost as insensitive a manner as it dealt with the matter of spending public funds just a few years earlier.

It's difficult to analyse such a large and complicated creation as our own health-care system, because it's into every community. It spends massive amounts of money. It deals with a great many professional and paraprofessional people. Most of all, it deals with the population as a whole, because there is no one in Ontario who at some point in his life doesn't utilize the health-care system. It's one of the few things that every individual in the province comes into contact with in varying degrees throughout his lifetime.

I guess my analysis is best typified by the question I raised in the House today. It concerns Gladys Spenler, a lady in Wallaceburg, who suffers from emphysema. A few

years ago, I suppose, we would have put that woman into a hospital bed. There, we would have spent untold amounts of money in providing treatment that is necessary but perhaps not in the best setting.

Having set aside that as being one extreme that is clearly not acceptable, what is the alternative? The alternative seems to be—and I would agree with the notion—that it's a good idea to have that person receive that care in her own home; it seems quite a plausible thing and, in this case, eminently practicable.

The problem, of course, is financing. Should that person bear the cost? In this instance, the family's portion of what it costs to provide oxygen is upwards of \$200 a month. That's a substantial burden.

Let me show you, if I can, some of the inequities that I see in the system. I'm in agreement that that person shouldn't be hospitalized, and all across Ontario now I see hospitals going through their rosters and taking chronic-care beds out of operation. I hope that is being done with some sensitivity, but in some instances I see that is not being done with sensitivity, with those people occupying the beds being told, "Out you go." Sometimes they are told, "Two months from now you should go out." Sometimes they are told, "Thirty days from now you should go out." And I've heard one or two allegations that they have been told, "In two hours, get out." That surely is not the way to go about our business.

In the instance I raised in this afternoon's question period, where does the money come from? Is it fair to say to that one particular woman, "You have to pay"? I cannot understand the minister's current position that where we have a chronic-care program and where we do that kind of funding we will cover it, but in this instance, or in other places in Ontario, it is not covered.

I understand the minister's position from an administrative and financial point of view that we'll work through a system as gradually as we can and as we can afford it; but surely, in terms of universal access to a medical care program, that does absolutely nothing for that individual or others caught in the same net. In other words, there's one kind of health-care system in some places and another kind in others. I find that unacceptable.

The thing that frightens me is that we got ourselves into this situation supposedly after a good deal of self-analysis and supposedly after we had looked at alternatives. It's not a fear of alternatives that I'm putting forward here. I'm simply saying that when we change, whatever we do—I think the minister used

the words "a system in transition," and I'm quite in agreement with that—the people who receive the service and pay the bills should not be the butt of any problems that occur during that transition.

I'm not arguing for an idyllic situation that says the system never makes mistakes. We're not going to get that. But I am saying that, in that specific case I raised this afternoon and in a number of others I'm going to raise in the course of these estimates, it's clear to me that the system has fallen flat on its patoot; it has not dealt with its own problems rationally and calmly and with the kind of planning that I want to see.

I reject out of hand the argument that we don't have the staff on hand to do this kind of planning. I certainly think that we do. I would support the concept, for example, of district health councils, as I see some measure of that concept. I have some concerns, which I'll raise later, about who gets on the health council and how they get there, but in general that's a reasonable idea. I realize that threatens the medical status quo in everybody's community. There are hospital administrators out there viewing those health councils with a jaundiced eye and they're putting forward an argument that sometimes is a little hard to resist.

Let me put another instance to you. Whitby Psychiatric Hospital announced a short while ago a plan to rehabilitate long-range patients by placing them in boarding houses in the Oshawa-Whitby area. I followed that new program with some interest and I think in general it's a supportable notion. I'll tell you what bothers me about it. In this particular instance, and in others I'm familiar with, I'm not so terribly sure that we aren't just dumping people out the door—looking for an alternative, grasping at straws, not terribly well planned.

[4:15]

It may well turn out—and I would hope so in this case—that it is a sensible program, that it will be done with great care, that the boarding houses that receive these people will give full co-operation and that their staff will have a little bit of training and will work very carefully with the hospital staff concerned. What bothers me no end is that there are two sides to every story. I hear from other instances that the purpose of the exercise is not really to integrate into the community or to deinstitutionalize, as the current phrase says, but rather to get rid of people. That bothers me immensely, the fact the instigation of a program like this is not necessarily undertaken because it provides a better result but because somebody cut the budget. The



result is you've got to get rid of these people; you can't keep them around; you can't hold them in the hospital scene itself. I would point out to you that if we were to have properly planned programs such as this, the planning would have gone on much longer and we would have been much better prepared to deal with that.

I happen to think that particular program at Whitby Psychiatric Hospital stands a good chance of succeeding. It must be proceeded with with great care. That program and others that have been instigated around the province of Ontario are of the type that should involve considerable planning. I'm not making an argument that there wasn't any planning. I'm simply saying that the reason for doing it was wrong. It wasn't necessarily to provide a better service in a better setting; the reason was one of cost.

Let me move to a rather interesting document which came into our hands just a short while ago about the Lakehead Psychiatric Hospital. It's one of the few occasions when we got the old brown envelope routine handed to us. We received a report which stated pretty flatly that conditions in Lakehead psychiatric are not what they should be and that it wasn't about to be accredited by the Canadian Council on Hospital Accreditation because it didn't meet the standards.

**Hon. Mr. Timbrell:** On a point of order, Mr. Chairman, they were accredited. There was a provisional accreditation, which is an accreditation.

**Mr. Breaugh:** All right. We note the change in the wording there. Let me quote one little bit here. "The report clearly indicates that the present staff administration are working extremely hard under terribly adverse conditions and are doing so, in the words of the Canadian Council on Hospital Accreditation, 'in the face of difficult staffing and budgetary problems'."

I know that the member for Port Arthur (Mr. Foulds) wants to come in here and say some more specific things, so I'll set aside the basics on that. It suffices for my purposes at this point in time to point out that the staffing cutbacks are not quite as simplistic as some of us would like to have them, but they hurt and they hurt in a very real and meaningful sense. They involve people who are supposed to be doing the job who aren't there because there is no budget for it. They hurt in a very real and meaningful sense because the procedures used in many of our hospitals are not in conformity with anybody's logical, reasonable and rational way to do things. They have been left on their own for a long time.

I listened to the minister talk about the ways in which he is going about rectifying the situation. I think it a sad thing indeed that after all of this expenditure of funds and after putting up all of these buildings, we are not getting around to the point where we are trying to rationalize the use that's made of those buildings and the staff that occupies them and works there.

There are problems with nurses in Ontario. As a matter of fact, it's difficult to run through the health-care system and find a place where there isn't a problem. We've gone from a situation where everyone said the whole system was hunky-dory and there was nothing wrong with it, to a situation where now almost everyone cries out that there is an injustice in their aspect of it. The nurses, understandably, are upset.

There are other matters. There is the little matter of smoke detectors in homes. This perhaps is outside the minister's field, but other ministers don't mind treading across the boards onto somebody else's turf. There is the matter of whether the public health and safety standpoint has been duly regarded in the use, the sale and the installation of smoke detectors which are being promoted widely by local fire marshals and fire officers all over Ontario. We haven't heard the Minister of Health say whether that's a good thing or a bad thing, or whether they are safe or not safe. That is left to someone else. They are widely-used devices. I have them in my own home and I do hope that they are safe, but I hear disturbing reports that they're not. I would have thought that somewhere along the line—

**Mr. Conway:** On a point of order, Mr. Chairman, is the member suggesting that if he were Minister of Health he would feel in this day and age as part of his mandate the requirement to make a public statement on the safety of fire detectors?

**Mr. Breaugh:** Yes, exactly: just as I would expect a local medical officer of health to give me a statement on the condition of the local creek and whether it was polluted or not and doing damage to people or not. It seems to me they are quite within their purview.

**Mr. Conway:** The man would be imperial.

**Mr. Breaugh:** Let me raise some other items which I think are of import. Safety on a psychiatric ward. This report comes to us from the people who represent workers on a psychiatric ward. This again goes back to the matter of cutbacks and the way in which they are applied. This one is in Scarborough Centenary Hospital where an arbitration case



deals with whether or not employees on the psychiatric ward are working under safe conditions. That is a matter being raised in hospitals throughout Ontario, particularly in psychiatric hospitals.

To provide some balance, there are some good things going on in the ministry. The only problem I have is that they tend to be tokenism at best. I noted that in Sioux Lookout there is a psychiatric program servicing Cree and Ojibway Indian settlements in northwestern Ontario. It's been in operation since 1971. Those are useful types of activity for the ministry to be in. I wish they were more widespread. If that is a desirable service, and I consider that it is, I wish that type of program would be expanded.

Let me deal with some far-ranging things here. Malpractice is an interesting concept coming to the fore these days. Here's a little piece from a McMaster University medical professor who says, "The record of malpractice in Canada is dismal and shameful and the medical profession should have to pay for its negligence." This is Dr. T. David Marshall who is also a lawyer. He charged that "malpractice action in Canada is closer to burlesque than it is to social justice."

I want to put that on the record because from time to time I have had people call me about what to do when they're not happy with what their doctor did. The routine set up with the Ontario Medical Association is a rather in-house deal. It is difficult to suggest to people they are really going to get a fair shake if they think that some form of malpractice has occurred. The thing that disturbs me is that perhaps this will get out of balance and we will move in the direction of the way things are done in the United States where everyone feels quite free to sue the family doctor at whim for extravagant amounts of money. Then they go off to court for a while and the doctors get more wrapped up with malpractice insurance than they do with trying to provide people with good treatment.

That day is coming here if we don't put some measure of equity and access to the medical profession itself into the system. I find that doesn't work. People who have complaints about the kind of medical treatment that's been given to them or the way in which it has been provided are not satisfied, they do not have a clear and open course of action available to them. The minister may dispute that; I'm simply putting on the record that, in my view, that doesn't happen.

There are a number of matters we should deal with as we go through the estimates,

but there are specific problems. Let me put this one to you as well. I'm very much a proponent of clinics. The minister uses the term "health service organizations." They are a method of providing service to the public which I consider to be as good as or superior to conventional methods at, I think, much less cost. The minister has said on a number of occasions that he is very much in support of HSOs and they are working through some funding mechanisms in different places with some alterations. Although the minister says they are a good thing, and the ones I am aware of are certainly well-accepted in their communities, whether that's Hamilton or Toronto or wherever it might be, the funding is a little on the shaky side to say the least. What's more, and I find this difficult to accept, restrictions seem to be placed on them by the OMA, particularly about advertising their services. When you open up a local health service organization which has a community clinic in operation, usually with a doctor and sometimes with a specialist and usually a couple of social workers thrown in and maybe a psychiatrist or a psychologist available on staff or on call, how do you tell the community that these services are available if you're not allowed to do so by the OMA? I find that a little tough to accept as well.

It's all well and good for the minister to express his support in very general terms, but if that is a model—and I believe it is—of a delivery system at less cost and with more efficiency, why aren't we supporting it much more strongly than we are now?

Are we still in doubt as to the validity of that concept? I don't think so. Is it because we've got all our money locked up in large institutions? Perhaps that's true; but wouldn't it be preferable to support on a much broader financial scale those kinds of clinics rather than cutting down hospital beds, thus reducing the pressure that way?

There are a number of little things that crop up from time to time, each of which seems to be extremely worthwhile in itself. I'm not terribly sure where they're going. There are some very nice programs being run in southern Ontario. These newspaper reports deal with a request from the north for air ambulance service. I notice in my own riding, I don't think there was a time the air ambulance service from Oshawa was used unless it had full press coverage.

I saw a report in the spring of this year indicating a review of that air ambulance service was under way; and again I saw that complete with all kinds of press coverage. It strikes me that is a very good program, but

I keep wondering if they ever use it when the television cameras are off. In my view, every time they crank the chopper up, they call CFTO or whoever does that kind of stuff and they make sure the public at large knows that's an extremely good and dramatic way to provide transportation for people who need it, but setting aside the validity of such kinds of service, and I believe the need to be true, I often wonder how much of it is "show biz." Is the public relations department of the Ministry of Health at work there?

Other interesting little tidbits I've come across—

**Hon. Mr. Timbrell:** May I please respond to that now, Mr. Chairman? To be honest I'm not sure who does call them but it isn't the ministry.

**Mr. Breaugh:** It isn't the ministry? Too bad.

Let me point out some other interesting things dealing with administrivia, if you like—but administrivia which I think is rather important.

Here's a report from the Hamilton Spec saying Hamilton's five hospitals are not required by law to inform police about patients entering emergency wards with gunshots or other serious wounds. Isn't that interesting? How do you have five hospitals operating in one municipality, all with different policies about what they do on things like that? In this instance it might not seem like a frequent occurrence, but in a metropolitan area it is a pretty regular thing, unfortunately, and there isn't really any common set of policies there.

Dentists, one of my favourite sports.

**Mr. Conway:** You want to be sheriff, that's all.

**Mr. Breaugh:** There are occasions when I wouldn't mind shooting a few folks, yes; but it's rare and I've never done it yet.

I've talked to a couple of doctors who seem to be under the distinct impression that dentists were an elite group who somehow had escaped the OHIP red tape with a whirr. I notice on the last Statistics Canada set of numbers, though, that dentists weren't quite up there with other medical practitioners, but they do seem to be outside the OHIP net.

Again I want to reiterate my love of Murphy the Molar. Honestly, when I read the ministry was about to embark on a great dental care program for our children I thought, here we come, socialized dental care. We'll start off with the kids, as they've done in other provinces. But it turns out to

be Murphy the Molar again. We've been telling young kids in the schools since I went there that you should brush regularly, and we also had cute little figures up there; so it's hardly new and it raises my disappointment to new heights. Whenever I have my expectations raised that we're actually going to do something, it turns out to be another PR program. I often wonder if we took the money we spent in this province on posters that nobody looks at anyway, and put it into practice, whether we might be able to hire a dentist somewhere and provide a community clinic with good dental care for at least some of the children in the province.

Let me move to another area which seems to indicate all is not quite the way one would like it, and that is with hospital employees. We recently had the Minister of Labour intervene so that there wasn't any great strike with hospital workers in Ontario.

[4:30]

I was pleased to play a small role in introducing the new Minister of Labour (Mr. Elgie) to some of the representatives of those people, and I was overjoyed they were able to come to a settlement. But I think the events prior to that give a good indication that all is not well with hospital workers in Ontario. They didn't go on strike in that instance, but I hear repeated reports from ambulance drivers, from orderlies, from people who work in the hospital field, that things are pretty unhappy there. It seems to be what I guess most people would refer to as the bottom end of the employee scale that are bearing the brunt of that.

They are not just having to do more work—there's no objection about that—but they are raising a lot of objections about the attitude, for example, of the Ontario Hospital Association toward its own employees. I don't quite know how we got ourselves to the state where the administration organization in that field got so violently down on its employees. I understand their concerns in the bargaining procedure, I understand there is always going to be an argument between the employees and the employer, but I don't quite see how it has degenerated to this kind of relationship where the OHA is off to court trying to block things.

In the process of determining whether or not they would go off to arbitration, it struck me, at least, that the OHA really went a little off the deep end in making its case. It displayed an attitude I thought really wasn't appropriate in this instance. I guess it is a case of putting a cost squeeze on people, threatening their jobs and adding to a wor-



sensing situation various kinds of crisis situations. Then you are bound to degenerate into that kind of relationship where the employer and the employee are constantly at loggerheads.

It strikes me it wasn't that long ago you might have seen a model of relationships in our hospitals between those who cared for the patients and those who handled the administration. That kind of conflict is not appropriate in the health-care field.

There are a growing number of agencies about the province—I'm not quite sure why this is happening, I guess I could hypothesize and say the women's movement, organized or unorganized, in the last five or 10 years has made strides and has begun to provide some services to women that are very necessary, but that for some reason they aren't quite given the air of legitimacy other institutions might have.

Whether it is a rape crisis centre or a planned parenthood clinic or a counselling place for women of one form or the other, all of these things have come together in the last little while. I think a number of them were put together under federal funding initially. Then having established a program that worked, that was useful to the community and particularly to women, the federal government, in its immanent wisdom, withdrew the funds.

I understand the problem the ministry might have in funding these things, but I don't think any of us would deny the validity of all these organizations. We might suggest there be some conformity. We might suggest there are some guidelines to be followed in setting up the operation; as to who might provide the necessary counselling, as to how it might be carefully and clinically operated so we don't get a duplication of service or we don't have poor service.

I don't think anybody denies that there is a need for this type of clinic. There are a number of them in Toronto, in Ottawa, in Hamilton, in my own community; various types, operating under a million and one different names. I think they provide a very necessary service to women who need some assistance and I find, in my knowledge of them anyway, they are doing so at relatively low cost. These are not expensive propositions. They are very necessary propositions. They do not have, in my view, a substantial commitment on the part of this ministry to provide ongoing, long-term funding.

I think that causes a problem, and it goes back to what I said earlier: if we're moving away from a great institutionalized health-care system into one which is more open and

more accessible and which provides a variety of services in a variety of ways, the one thing they need to survive is financial stability, and that isn't there. I think this ministry in the next year or so is going to have to go some measure towards doing that.

I am prepared to accept that the minister will want to lay down a lot of the guidelines. That's okay by me, I'm prepared to let the ministry do that. I think it would be a shame if they got heavy-handed about it, because I see people trying different modes of getting organized and providing service that suits their own personal needs. I say it is a crying shame that that type of service in a number of communities across Ontario is being strangled because funds are not available.

There are a million and one reasons to say that you can't supply the money for that. I think perhaps the truth of it is that those services have only been provided in a number of our communities in the last five or 10 years; they are relatively new so they are facing the pecking order of medical care. If you are talking about giving money to a rape crisis clinic as opposed to socking it into an established hospital, the odds are that the hospital will get the funds, the odds are that the hospital administration will have the minister's ear and that they will have the backing of the OHA. They are the establishment and they will be able to carry through, with a good deal more power and enthusiasm, on their own purpose in life.

Hon. Mr. Timbrell: And the local member.

Mr. Breagh: And the local member, right; I always hope the local member gets in on that.

There are just a raft of other items I want to generalize on. Let me move to some slightly more specific areas. We have had a substantial amount of discussion on OHIP and the costs that are there and how the system is funded so I am going to set those things aside. We did a major number with the select committee and in the spring of this year as well we ran through that. I'm not satisfied we got very many answers out of anybody in all of that. I kept looking, in the spring, at the Treasury's numbers and they didn't always jibe. I understand, as I monitored the activity of the select committee this summer, there are again numbers that don't jibe. That may just be the perpetual problem of opposition parties, where two people doing research take on a ministry with 1,500; they can always outdance you in that regard and I accept that as a fact of life.

Mr. Conway: Is it 1,500 we're against? Is that the size of the empire?



**Hon. Mr. Timbrell:** It's 1,300.

**Mr. Breaugh:** Something like that, it might even be just a bit higher than that.

Let me go to this other interesting problems about who is in and who is out of OHIP. One thing I find unique in all of this is that every community in Ontario seems to be the one that the OMA is targeting to get out of OHIP. I read with great interest a number of letters, editorials, and news stories in Hamilton, where it seemed very clear that for some reason the doctors had set up Hamilton as the target and they were all bailing out of the ship over there. The old doctors were badly underpaid and over-worked et cetera.

(That's probably all very true, although I don't understand how you can average \$48,000 a year and cry that you are underpaid; none the less, that seems to be the case. I want to recognize again, not to oversimplify, that there are some doctors practising in Ontario who don't make anywhere near that kind of money. The minister says \$55,000; the average net is \$55,000.

Here is an interesting one that came out of Ottawa. I wasn't aware that this is happening, but apparently it is. "The Ontario Medical Association, the trade union"—as quoted here—"for the province's doctors is advising its members how to proceed if they decide to opt out of the health insurance plan. It offers them a kit suggestion how they should explain their decision to their patients and setting out in dollars and cents a comparison between OHIP rates and the OMA suggested fee schedule."

I think that's just a bit much frankly. I am not one to say we should tell the OMA what to do all the time, but I think that's rather dirty pool. This minister and previous ministers have gone to great lengths, perhaps more than they should have, to consult with and to have doctors play a part in the process of implementing socialized medicine in Ontario. In that continuing process, as to whether or not we will or won't have universal access to the medical care system. I find it not fair, to put it as politely as I can, that the OMA would go so far as to put together a kit on how to bail out of the system.

I am concerned that we have a medical care system in Ontario that is expensive and that is awkward. I acknowledge full tilt all of the red tape and nonsensical guidelines that are put down for doctors to follow. I recognize that the doctor's greatest asset these days is probably a good accountant and maybe a better tax lawyer; but still and all, they're not suffering through this whole pro-

cess. Most of them, if not all of them, are reasonably paid for their services.

They do rather nicely in terms of getting training through our educational system. They don't do badly through the OHIP system, for all of its faults, in terms of payment. I wish they would participate in a slightly different way.

The end result of all of this, whether we're talking about the Sudbury doctors voting unanimously to leave the insurance scheme, or whether the OMA head urges doctors to add a patient fee, or whether somebody else is padding bills in the form of laboratory fees, is whether these doctors in Ontario are going to stay in the OHIP system. We repeatedly asked the minister in the spring session of this year to give us an update and we got all this jazz about, "they've got to give us notice; were not sure who's in and who's out, it keeps changing."

At some point in these estimates I want the minister to lay it out for us. How many doctors in Ontario are out, are on their way out or aren't coming back in? Or in his opinion is it basically a negotiating tool, so that working towards the next set of negotiations, which I understand are under way now, the doctors are doing what any good trade unionist would do and simply trying to get themselves into a good bargaining position?

If that's the case I suppose that's fair game, because I recognize that the OMA is one of the more successful trade unions in this province. It represents its members extremely well and I wish the CUPE workers could have that kind of political and bargaining strength.

Let me put to you some other interesting little tidbits. We followed with great fascination this whole matter of medical records. I find it strange to see that we have the Royal Commission of Inquiry into the Confidentiality of Health Records in Ontario investigating like mad abuses of the medical records in the province of Ontario and every once in a while little tidbits slip out. It almost seems to be a story a day on what's new and outrageous in how to get rid of medical records.

**Hon. Mr. Timbrell:** Not this week.

**Mr. Breaugh:** Not this week? I caution the minister; the week ain't over yet, brother, it has to run all the way to Saturday.

Here's one thing I found which perked my interest a bit; again a story out of Ottawa. The minister is going to implement this thing called a unique personal identifier. If there ever was a sad term that's it. We discussed this in the spring and how that

was a relevant thing. I don't mind that, I guess.

**Hon. Mr. Timbrell:** It was endorsed by the select committee.

**Mr. Breaugh:** Yes, I'm aware of that; but we keep finding your medical records in garbage cans. Is the unique personal identifier going to make things any different? We keep seeing guidelines that say when medical records are moved for whatever reason the name is to be removed from them. That doesn't seem to be the case. You can't even keep track of your own staff records, you keep finding those things out in the garbage can. If they're not blowing around a parking lot they're out behind the building or in a garbage can on Queen Street.

What about the matter of insurers using medical records? They seem to have access to them.

**Hon. Mr. Timbrell:** I thought you were going to keep things simple.

**Mr. Breaugh:** You deny, then, that they were found elsewhere than in the garbage can?

**Hon. Mr. Timbrell:** I was harking back to where you started talking about simplifications in general and this being useful for whatever.

**Mr. Breaugh:** Let me be a little more specific.

I thought in the spring of this year we found medical records from the Wellesley Hospital blowing, literally, in a parking lot. I thought in the fall of this year, someone found ministry payroll records in a garbage can behind your ministry's offices. I thought later in the fall we found records from the Queen Street Mental Health Centre, again in the garbage. Those are three specific, not generalized, comments. I believe they are facts, but the minister can correct me if I'm wrong.

I listened to the minister—this is my problem—I listened to you in June saying you were going to tighten up on those medical records out of hospitals. That perhaps has happened; although I note that you said you'd send me copies of your directives, and I haven't received those yet.

[4:45]

Then the next time I see something, the next incident that's reported, has to do with your own staff records. I find you're going to issue guidelines on that and you're going to get tough on that too. I haven't seen what happened after that. Then we find the records from Queen Street psychiatric hospital, and you're going to get tough on that.

We've got this commission over here doing this great investigation. Do we have to wait until they're through to clean up this act? What is the problem? There are some unique things in all of this.

I don't make the distinctions you make, let me put it that way. I understand that in June when the records from Wellesley were floating around downtown you made a distinction I wouldn't care to make. You referred to the fact that those things were copies of records. I wouldn't care to make that distinction. Whether it's the original or a copy of a record, it says the same thing and it shouldn't be disposed of in that way.

**Ms. Gigantes:** He didn't say that, did he?

**Mr. Breaugh:** Yes, he did say that.

**Hon. Mr. Timbrell:** They were copies. If I may answer just that point: When the incident came to light, what we did was make sure that in the disposal of the records the distinction that had previously been allowed to exist was taken away so that a copy of a record in a hospital is treated the same as the original. There was that distinction, or there was the lack of a clarification if you will, prior to that coming to light, but we changed it. So I didn't draw that distinction; in fact I eliminated any distinction between the two.

**Mr. Breaugh:** Let's deal for a short while with this use of numbers, whether it's the unique personal identifier or whether it's someone's social insurance number. It's been brought to my attention in this instance that Mount Sinai is asking people when they go in to give their social insurance number and is using that as an identifier. I find a growing number of people in our society, organizations basically, are using that number for a purpose that clearly was not set out when that whole concept was initially introduced into Canadian life.

I have some unease about the number of groups, some private and some public, using that number for identification purposes. I wouldn't care to be paranoid about it just now, but I would state I have some unease about that. I have some concern that it might be altered somewhat in the future as the unique personal identifier. I understand fully why you would want to go to that system and I would support the bulk of that, but how these things are used is beginning to bother me. I find numbering systems and identification systems that were set up at one time under what I consider to be a reasonable and a rational set of uses are being misused, or at least being altered in their use substantially.



I know there are a number of people, in particular from Hamilton, who want to come into these estimates and speak to the matter of an additional hospital in Hamilton. The only part I want to deal with is the matter of the health council there agreeing with its task force study that a general hospital is not needed in the east end of Hamilton. I want to put into perspective what I see as a slight problem emerging with the use of health councils, that is that health councils, because of their appointed nature, aren't necessarily very accountable to the people they might serve.

I understand they serve in an advisory capacity and they may have considerable expertise in the field, but it gnaws at me somewhat that when it is to its advantage the ministry jumps on side with health councils.

There's not a great deal of accountability built into that process. Health councils by and large are not holding mass public rallies to determine what the public needs, wants and should have. They are there generally to advise in a way that is basically supportive of the government in most instances. Whether that's in Hamilton or in Timmins, or a nursing home in other areas, I think that needs some review on the part of the ministry. I understand health councils are a relatively new phenomenon and that there is going to be some conflict emerge as they go about the business they've been told by the government to undertake. I wonder about the accountability factor that's there. Clearly in the Hamilton case, as one example, the health council is recommending something that's rather unpopular in that area.

Since I have had my ear bent at great length by members from that area about the need for a hospital in that part of the city, I'm wondering whether there wasn't one side of the story neglected by someone on that health council. They have a task force report in that instance and the health council accepted that. I'm wondering, though, at what point does the system become accountable to the public? That poses a problem to me, which I think I'll leave for those Hamilton members who are bursting to come in here and straighten you out on that mess.

I have a copy of the minister's speech to the Ontario Nursing Home Association. I read that with great interest. I have also read with interest some other comments that the minister has chosen to make on a number of occasions about the elderly. It seems that he has discovered them somewhere along the line, although I'm not saying that he hasn't

had an ongoing and perpetual interest in those who might be over the age of, is it 55 or 65?—55 is what we use in Oshawa. But the minister received some criticism.

My difficulty with nursing homes, I confess right off the bat, is that I have a real philosophical bias about those who are in the health-care industry to turn a profit. I find that difficult to swallow. I'm not sure that I could ever support the notion that the health-care industry—I hate that word “industry”—ought to be here and in business to make money. I start out with a philosophical problem, in that I believe health care shouldn't be in the private sector; it should be in the public sector. That's a pretty well understood and widely held position across Ontario.

It would be ridiculous to say in Ontario—though it's not in other jurisdictions—that our hospitals ought to be reprivatized. Certainly if the minister wanted a suggestion to save a pile of money, he could probably sell off the hospitals, although I don't know who would want to buy them these days. But, in the area of nursing homes, for example, there must be some money to be made there, because there is American investment money coming in and questions being asked about how to set up shop in Canada. I have been into some nursing homes lately that are pretty large, and they look to me to be the kind of McDonalds of the nursing home set. They're getting ready to go into business on a large scale, they're looking at chains across Ontario.

In my simple viewing of the records of who is running nursing homes these days, I see a growing trend towards larger and larger corporations looking after more than one nursing home. I point out that's a change in the last few years, because we used to have little nursing home operations in Owen Sound, Napanee or wherever, run by some local person, usually a family known in that community and in a very real sense responsible to the community. They ran the local nursing home; so you knew the people personally. People went to visit there regularly.

What I see that I don't like about the current situation is chains of nursing homes being set up. Although their buildings look quite good—I'm quite impressed with them, and I'm sure they meet all of the physical requirements laid down by the ministry—I'm not at all sure that they meet the kinds of moral, mental and plain good-care criteria that should be there.

In the speech the minister made, I found some careful use of words about how many people had been shut down and for what



reasons. I note that when people were pressing for the gist of, or copies of, reports done by ministry staff—and I notice he even has a task force looking at these things now—their requests were denied. They weren't given access to that information. I suppose that's fair game in one sense, but, whether or not we want to admit it, we have people running an industry basically using public funds. They may be paid in an indirect way, by and large, the people pay their bills with their pension cheques and in some cases with Ontario Health Insurance Plan money.

I noticed that when the minister wound up his tough speech—by the way, I don't think it was a tough speech, Dennis. I think it could have been much tougher than that. It could have been fairer. They must have been shocked, I suppose, when you went in there. You certainly managed to get good press for the idea that you got tough all of a sudden.

I noticed, at the end of that speech, you threw them a little perk. What was it, another 50 cents a day? It's like I do with my kids sometimes when they've been bad: we get tough and we scold them and then we give them a quarter to go some place to salve our conscience a little bit.

That's going to come back again. When we get to that specific vote on nursing homes, I want to spend some time on that, and other people in this caucus do. That is an area where there are perpetual problems. I couldn't say any of us are satisfied the ministry has been active or tough enough. On the few occasions, and it's only been a half a dozen or so—where I have raised specific problems with your ministry about nursing homes in my area, I must say I wasn't at all satisfied that much of an inspection job had taken place.

I do not know the specifics of what kind of an inspection job took place, and I must say that the people in the nursing homes didn't know what happened either. So if there was some kind of new get-tough policy instituted, it has been of a nature that certainly hasn't raised many tail feathers anywhere. Aside from the one occasion when the minister was speaking to the association itself, I would say it's one of the first reform campaigns that has gone almost totally unnoticed by the nursing homes association and by the people who live in nursing homes. So that's a matter that should be pursued.

To go back to the original point, it's a matter that I don't think has been very carefully thought out by your ministry. I don't see the kind of long-range planning that should have been done. If we are saying,

for example—tied in with a couple of other things that have been brought in here—that people who need a good deal of care should not be in the hospitals, then we have an obligation to plan where else they might go. One place might be a nursing home. There I think we have the same obligation, even though that nursing home might be in the private sector, to carry out the same amount of planning and careful responsibility we expect you to exercise in the public sector, in other words in a public hospital.

Let me raise another interesting little piece of business that turned out to be far more serious than I originally thought. Last spring I had heard some reports from various people who work in the field that there seemed to be some problem with vaccines, there seemed to be shortages. I recall asking you a question in the House about a directive sent out from your ministry. It said medical people should be careful about the kind of vaccinations they give; they shouldn't be quite as loose with them and should kind of tighten up that process. I believe your reply was, "My, my, you couldn't be more wrong; we've got that well in hand; there is all the vaccine we will ever need; we know how to allocate it; we'll make sure we get it out."

I wish that had stayed an academic debate but over the course of the summer it didn't. It turned out we did need vaccines, that we didn't have them; and it turns out we are still on some form of rationing. I have to take you at face value when you answer questions in the House and certainly would never suggest that you misled us, but somebody goofed. If you had, in the spring of the year, all the vaccines you would have needed for the course of the summer, then why would there be a shortage announced at that time? One might well say you certainly didn't expect anything like the epidemic that broke out over the course of the summer—

**Hon. Mr. Timbrell:** Mr. Chairman, using the word "epidemic," I think, is—

**Mr. Breaugh:** You give me the word and I'll be happy to substitute.

**Hon. Mr. Timbrell:** Outbreak.

**Mr. Breaugh:** Outbreak.

**Hon. Mr. Timbrell:** It's the misuse of the words that led to so much unnecessary public concern at the time.

**Mr. Breaugh:** Yes. I'd be happy to use the word "outbreak." I don't wish to use language which is inflammatory at all. I'm simply saying you told me in the spring there wouldn't be a problem and by the summer there was. It strikes me if you were working

your way carefully through that you wouldn't have had that difficulty.

**Hon. Mr. Timbrell:** Mr. Chairman, may I read into the record the questions and the answers I gave, so that there is no problem—I hope.

[5:00]

The first question from Mr. Breaugh was on May 23, page 2710 of Hansard. He said: "I have a new question for the Minister of Health: Recently the minister sent letters to all the private physicians and public health units indicating a shortage of vaccines in this province. Could he tell us how he rationalizes this indication to stop using the vaccines with his public information program asking that there be further, larger and better immunization programs?"

My answer was: "A letter was sent to all private physicians and public health units on December 5, 1977. This letter concerned the ordering of vaccines that are sent by government pharmacies to all physicians and public health units. The purpose of the letter was to draw to the attention of physicians our concern with minimizing vaccine wastage. There was no shortage of approved vaccines distributed by the ministry through government pharmacies. However, on several occasions there were temporary delays of two or three days in filling orders for vaccines. This was caused by variances in demand for vaccine and vaccine supply."

I think that is worth putting on the record. I think it's a question of emphasis but I don't really think it was talking about shortages; it was talking about proper use of the vaccine. One of the things I have learned through the summer's polio outbreak was that many vaccines are packaged in 10-dose, and I guess as high as 20-dose vials. The concern is you might crack into it to administer one or two doses and then just leave it sitting around. Then you have the equivalent of eight or 18, nine or 19 doses destroyed by being left out of refrigeration or just left sitting around. It's a matter of proper use of the resources. They cost money—perhaps not that much money but it does cost money and it is important to use it properly.

**Mr. Breaugh:** I don't want to use the word "epidemic," I'm quite happy to use the word "outbreak." I don't see it makes any difference to those people affected. You say there wasn't a shortage, that it was an allocation or improper use, or whatever words you'd care to use. I'm simply saying when the vaccine isn't there when you need it that's pretty close to what I call a shortage.

**Hon. Mr. Timbrell:** Maybe we can break at this point and talk about this thing. It is interesting to reflect back on the summer situation. Admittedly it was the largest outbreak that has occurred for some years; there was one case or two I guess in 1973. Of course it was nothing like the 1950s when we did have an epidemic. The number of cases in some years actually numbered in the thousands and the number of deaths in polio numbered in the hundreds, so that's why I draw the distinction between an epidemic and an outbreak. It was an outbreak which, thank God, was confined to one part of the province.

When the outbreak began there was no way of knowing it was going to be a confined outbreak. So for a few days, until we had that pinned down, there was virtually unlimited general distribution. The further we got away from the date of onset of the index case in the outbreak and it became clear it was localized, I sat down with our own public health people and epidemiologists, as well as representatives of the federal government, the Assistant Deputy Minister of Health and Welfare for Health Protection and a representative of the medical association. The collective advice was, "zero in on the county where the outbreak has occurred; and if you want to take extra precaution establish a buffer zone." This was in sharp contrast to the other two provinces where polio cases developed—at Lethbridge, Alberta, and Chilliwack, BC—where there was a very limited and only localized immunization program; that is it was limited to certain age groups in the Lethbridge area and to certain age groups in the Chilliwack area and no further. This advice I accepted.

I should reiterate what that advice was and what I put into play. First of all, the vaccine for everyone 18 years of age and younger should be available throughout the province—because that's the primary age group of concern. Secondly, as far as the total population was concerned—and this is based on advice from the group, if it was just my own staff I suppose you might be suspicious but it came from a broader spectrum than just the staff of the Ministry of Health—based on their advice for the total adult population the vaccine was made available in the county of Oxford and the seven surrounding buffer counties; and of course we had used a lot of Sabin vaccine at the beginning of the outbreak right in Oxford.

The deputy makes a good point. If you are interested in some figures, during August we supplied 315,460 doses of children's polio vaccine and 388,495 adult vaccine doses.



This is five times the normal distribution of the ministry in a normal year. During September and October, we distributed an additional 234,845 doses of adult vaccine to those eight counties and there has been a considerable concentration there.

On August 23, shortly after my announcement that we were going to zero in on those eight counties and the 18-and-under age group in the whole province, which is in sharp contrast to what was done in Alberta and British Columbia, the National Advisory Committee on Immunization, which is made up of representatives of the 10 provinces, met to consider the situation. Interestingly enough, their recommendation was not to implement a general program of immunization for the adult population. You may well ask why and there are various answers, not the least of them being that with the immunization programs carried out over the last 22 or 23 years, a high level of immunity to polio has been developed, in the opinion of the epidemiologists.

It has been demonstrated that those who had never been vaccinated and who came into contact with carriers, in all cases in BC, Alberta and Ontario, involved members or friends of members of a particular religious group who had travelled to the Netherlands where the outbreak is still carrying on. In the last report I had two weeks ago, they were still finding something like 10 cases a month in one particular part of the Netherlands even into the fall. So far, we haven't had a secondary outbreak, touch wood, and praise God and all those things. I point out that contrary to the practice in two other provinces and contrary to the advice of the national advisory committee on immunization, we have had an intensive program of immunization in those eight counties covering all age groups and a program for the 18-and-younger age groups has prevailed province-wide. Over the last few weeks the vaccine has been made available to Essex, Huron and Kent counties and is in the process of being made available to Peel, Halton, Hamilton-Wentworth, Niagara, Wellington, Grey-Bruce and Dufferin.

So the policy I indicated at that time, and on September 13 in the House in answer to a question from the member for Kent-Elgin (Mr. McGuigan), is being carried out and we are moving farther and farther away in ever-widening circles from the affected area. Notwithstanding the expert advice that we don't need this program at all, I feel we should have a general immunization program. This ensures that the supplies as they are coming off shelves—and you understand that

it takes about a year to manufacture Salk vaccine and it has been coming off regularly in large quantities as it passes the federal tests—are effectively placed throughout the province, given the limitations of both the distribution system and the physical ability to immunize that many people.

It's interesting that in those eight counties where the interest and concern was the highest, with clinics going literally day and night for weeks, about 15 per cent of the population in Oxford was covered and that was taxing all the resources to their limits.

**Mr. Breagh:** I'd be the first one to agree that you recovered well and that you dealt with that situation well. But I'd also point out to you that in my view, I don't think you had planned for that situation. The assurances you gave me in the spring were not borne out particularly well when you got to a crisis situation. You got out of it. You reacted well and your staff reacted well. But I still cannot get out of my mind that the assurances you gave me in the spring of this year that there wasn't any shortage and that you'd deal with any problems that you had, were not quite borne out by what happened over the course of the events in the summer.

**Hon. Mr. Timbrell:** I would never want to mislead the member. We do not stock enough vaccine to cover the entire population at any one point in time, here or in any jurisdiction in North America for that matter. You cover based on past experience of demand, as well as eventualities. The fact of the matter is, our public health people really did an excellent job in filling in the breach in a couple of incidents, and—

**Mr. Breagh:** I agree.

**Hon. Mr. Timbrell:** —in one or two cases they literally worked around the clock for days with one and two hours' sleep a night to make sure they followed up on all the contacts and got specimens to the lab quickly. In another case, we got a doctor from the Centre for Disease Control in Atlanta back to the airport on time so that she could get the blood samples to Atlanta. I don't know whether you are aware of this, but there's a great deal of interest on the part of the CDC in this outbreak, because of the fact that so many members of a family were affected. That's most unusual apparently and they're doing some further studies on it.

**Mr. Breagh:** The only point that I'm making is that it's no test of a system when there isn't anything going on. You can tell me whatever you want and I have to believe you because there's no other way to judge it. The test of any kind of planning for



emergency, whether you call it an epidemic or an outbreak or whatever terms you want to put on it, is when it happens. You recovered well, but I wouldn't say you had planned for that situation. You scrambled and made decisions as you had to. People reacted well to a crisis situation, but the preplanning to cover such a situation wasn't there. I'll always stick by that.

**Hon. Mr. Timbrell:** I'd be the first to acknowledge that you learn from every situation. Looking back on the outbreak, we've identified areas where we could do better, we and the health units, in having more regular trial runs on emergencies and this sort of thing.

**Mr. Breaugh:** Let me move to another area that causes me some concern. We discussed on a number of occasions people who make a contribution to the health care system whose roles are undergoing some change, some alteration. That runs the gamut from people who drive ambulances and who may or may not provide some sort of paramedical service en route, to people who are a little more established. Podiatrists are a case in point. I asked you written questions earlier in the year and you gave me an answer of sorts, but I still don't know what the answer means.

Chiropodists and podiatrists and that dispute simmering on the back burner still haven't been dealt with by the ministry. It's there and discussion papers have been put out. The question is whether or not someone can provide a service and can be covered under OHIP. I don't view coverage under OHIP as being much in terms of providing a lot more money to the practitioner involved, but I do consider it from the point of view that a patient may need certain services and because that service is not currently covered under OHIP, the patient suffers.

I don't want to take up the charge of podiatrists or chiropodists or anybody else for that matter except to say that the service they provide appears to be needed and the role they play hasn't been clarified. Those matters have been under discussion for some time now and if there is a fault with the ministry, it certainly can't be for slow deliberation. It probably is an inability to come to grips with those things.

[5:15]

I recognize that in many cases I can barely pronounce the name of the practice being discussed, but I do understand the service that is provided. I am not an expert in that field, and I don't purport to be someone who could make an instant judgement on whether

or not some service should be covered under the Ontario Health Insurance Plan, but certainly the minister is in that position. He has at his disposal a great many experts and a great many people to call in.

I support the notion that there are many things that can be provided by people other than physicians because they are now being provided by them. They run the gamut from paramedical services and chiropodists to whether physiotherapists can be covered under OHIP. There's also the question of whether we will continue the sometimes foolish practice of saying, in the case of physiotherapists, for example, that you have got to be referred by a doctor except when you work in a hospital, in which case there is a different set of rules: since you need a doctor's form, the doctors sign a pile of blank forms, which covers the current regulations and means the work can proceed.

There seems to be a large and sometimes growing group of people in the medical field providing services that fall outside the boundaries of the current OHIP regulations or what the Ontario Medical Association is prepared to recognize. There doesn't seem to be much of a resolution forthcoming from the ministry to stabilize those things. There are simmering disputes out there that have been going on for years.

It strikes me that chiropractors, for some reason, manage to have their case dealt with rather expeditiously in that matter. I am not sure whether that is because the chiropractors know how to throw a good dinner. Perhaps it has something to do with that—

**Mr. Conway:** Sure it does.

**Mr. Breaugh:** I'm sure it does.

**Hon. Mr. Timbrell:** I have never been to one.

**Mr. Breaugh:** You should go. They are excellent.

Those things concern me. The other thing that bothers me is how can we have different rates for the provision of the same service; and, of course, there are a number of them.

If a doctor provides a service, the cost for that service could be either the OHIP rate, the OMA rate, the Workmen's Compensation Board rate, or I suppose he could set something above the OMA rate. All those things seem to be happening. There are some interesting and complicated problems coming out of that. For instance, should someone be allowed to negotiate in a contract for private carriers to cover the difference? Which raises the interesting spectre and the threat about universality: Would doctors then price them-

selves out of range, and does that encourage that or not?

I don't see much movement on the part of the ministry to wade into those fields. I recognize that I am probably asking you to jump in where angels fear to tread, but it is the ministry's job to provide leadership and guidance, and to set the patterns. I don't see you doing that. That causes me headaches.

I heard a small chuckle on the other side of the room when I raised what I guess someone considers to be the insignificant matter of whether smoke detectors are reasonable things to have around and asked what the ministry's position is on that. Perhaps it's so because it hasn't quite come to light yet.

But there are other interesting fields. One is the whole matter in Elliot Lake these days—and it was raised in Sudbury last year—about the water supply for municipalities and whether or not that is being threatened by drilling or mining activities in the area.

The thing that disturbs me about this rather awkward piece of business is that in a very direct way it is the responsibility of the local medical officer of health to pronounce judgements. I would put it in an oversimplified form—and I grant you this one. If someone's well in a rural area is polluted, the medical officer of health doesn't hesitate to step into that situation and say: "You've got a polluted well here. You've got to close it up. You have to drill a new well over there."

I am wondering, though, where they are in Sudbury, Elliot Lake and several other places around Ontario where the threat of polluting an entire town's water supply is very real. Why aren't they as boisterous with Inco and whoever else happens to be doing the drilling and mining in an area as they would be with some guy who lives in the back 40, outside of Tamworth. They are certainly quite prepared to step in there and voice an opinion and exercise authority but, when the biggies do it, they seem not to be around.

I can't fathom how there are two sets of rules, one for some poor little guy who's got 50 acres and a well and a pump. They're quite prepared to go in there, but they're not prepared to go in where major industry is present and active. Of course, I'm not underestimating that there are other considerations, to be sure. From a strictly health point of view they wouldn't hesitate for a moment and they don't in some instances, but in others they are nowhere to be seen. Neither is the minister, I might add.

What is the ministry doing—to lead into something related to the matters I just covered—about the old proposal for the nurses' certificate of competency? What is the ministry's stand on that one? Where are you? I keep looking for the ministry to provide guidance and planning for the health-care system. I don't see you anywhere in anything that smacks of controversy until everything is resolved and put away in the barn. Then, you usually appear to take credit for it.

I'm wondering, what is your position on all of this? What role are you playing in all of that? Are you going to insist, for example, that guidelines be set out and they work a certain number of hours and they get this certificate? Surely, that's a matter of great concern to the minister. Looking through the literature I have accumulated on that one, I don't see where you are in that except to say things are under consideration. They've been under consideration for quite some time now.

Here's another one that will blow your head too. What about Kirkland Lake? What in the world is going on there? I read with great interest over the course of the summer, and I put together quite an interesting file, about electromagnetic pollution in the Kirkland Lake area. I understand there is a great investigation under way. That's obvious. I notice Mr. Havrot says that's all unnecessary and that nothing's going on. The mayor can't believe that government officials are unaware of the situation. He says there have been strange occurrences in Kirkland after the initial radio wave finding. It really makes fascinating reading to go through all of this stuff. It says here: Soviets Have Told Ottawa About Beams, Says Official."

It seems for some reason the federal government is conducting this investigation around the Kirkland Lake area. When one tries to pin down exactly what the investigation is about, it becomes pretty hazy. When you try to establish who is doing what, that's a little tougher to come up with. No one seems to know. We have this great investigation going on somewhere in the Kirkland Lake area about something, we're not sure what, by somebody, were not sure whom, but this ministry isn't there again.

I wonder what is going on up there. Some of the newspaper stories, I grant you, strike me as being just a bit far out. None the less, here is a major investigation by the federal government in Kirkland Lake about radio waves. Going to the point of trying to ascertain how come there is anybody investigating anything up there is a little difficult



to sort out. What is your ministry doing in that area? Where is your local medical officer of health? What is going on there?

What about other matters I would have thought the ministry would be involved in? They are related to, I think, very serious problems in the occupational health field. There are still problems about what kinds of little chemicals are put into things like pop. I have a newspaper report here: "The additives in some canned soft drinks can become poison, the scientist says."

I think the point I'd like to bring out here is not the right of any scientist anywhere to say whatever he or she feels is appropriate to say, but if someone manages to get a report in the *Toronto Globe and Mail*, as in this case, saying: "A tin-based salt added to some canned soft drinks can be converted in the human intestines into methyl tin which is as poisonous to the central nervous system as methyl mercury, according to a Minneapolis researcher", what does the Ministry of Health do about all of that? I look to you and your expertise to tell me that's not true, that you have it well in hand, that you're prepared to look at that.

What about matters such as building homes on dump sites, the matter of methane gas, and the whole matter of living next to what is now becoming a prominent environmental concern, and that is the supposed systems that are in place to deal with industrial waste? Right now, as we look at the Hansard reports from the House, we see a great many questions going to the Minister of the Environment (Mr. Parrott) about how to handle that problem. That certainly is one aspect of that whole problem. But what about the health aspect? Where is the statement from the Minister of Health that something is safe or unsafe, or is being monitored?

The point I want to make is that it's not just an environmental concern. It is a health concern as well. For example, if a policy for dealing with industrial waste in Ontario were developed by the Ministry of the Environment, I would think that the Ministry of Health would have to play a role in that. Certainly some of the concerns that are here and documented—and they're from all over Ontario, from Smithville and Chalk River to Cobourg and Port Hope—are matters of great public concern in those areas. I'm not terribly sure that I'm convinced the Ministry of Health is aware, let alone doing anything, in that regard. For example, I haven't heard the minister make his usual public statement on any of that stuff, although he has shown no hesitancy to make public statements on matters far and wide.

I want to deal briefly with the work of the select committee on health-care costs and financing. I'm not terribly sure that any resolution has come from that. We had a debate in the House the other evening, at which time I guess the number of members from all parties got up and gave their personal view of what happened there. Let me ask the interesting question, what happens with it now? What do we do with the findings of that committee, such as they were? Is the minister going to take any initiative?

If we look at the tremendous amount of statistics, analysis and testimony that came out of the work of that committee, we find a number of interesting recommendations, including some specific ones like, "Let's not have too many more revolving-door medical practices going on in Ontario." What steps is the minister going to take from that finding of the committee?

If anything is to be said about the financing of health care in Ontario and the premium system, it is that it was clearly established, even though that committee couldn't come up with a set formula in terms of getting rid of the premiums—because of the short-term, fly-by-night basis they had to operate on, since they were really cramped for time—that it is possible to do away with the premiums in Ontario. In fact, the majority of the members in this House have stated on several occasions that that's not only possible but desirable. I certainly read into the minister's remarks in our spring investigation that he too wasn't all that happy about a premium system.

But are you now going to move from the premium system? Is the government or the ministry going to propose that in the subsequent budget, probably next spring, it will begin to pick one or all of the positions and phase them out, do away with them, lower the premiums, or put the hammer on this or that? Are you in the process of searching out a system which will say—let's take the Liberal position for the day—that within five years you won't have a premium system here? Are you prepared to accept what our party proposed, that you do away with them now? It appears, from even a casual look at the numbers, that it's practicable and possible to do so. There has been a clearly expressed opinion on the part of this House that it should be done.

What happens to all of those recommendations from the select committee's report? What's the status of them? They have been deliberated on by the committee, the report was presented to the House, and there was a debate in the House. What will you do



now? Can we expect that we will have monthly announcements from the minister, commenting on various parts of that report? That's a matter that's going to be of some ongoing concern. I wouldn't want it left simply to questions every now and then in the House. Because we have spent so much time on the Ontario Health Insurance Plan and on the matters that were raised during the deliberations of the select committee, I think we now can expect the minister to give us a rather complete response before these estimates are over; and, since the estimates will be broken up, there will be the opportunity for the minister to have time to reflect during the course of all that. That's another matter that needs to be done.

[5:30]

I think what I wanted to do with this is to provide, not a comprehensive review by any means, because it would take many years I think to provide a careful analysis of all the facets of health care in Ontario, but to put to you on kind of a case-by-case basis some areas of concern I have. These point out to me the health-care system and this ministry are indeed going through the kind of transition the minister himself referred to in his opening remarks. I wouldn't say the health-care system is doomed or on the rocks or anything of that kind, but I do feel there is a clear lack of direction.

I do feel you've clearly identified the things you don't want to do but you have not yet identified where you are going, or how you want to get there. In those instances, whether they are HSOs or community clinics, or mental health clinics, or services for women, whatever they might be, you have made no commitments in that regard. While I am well aware of what the ministry doesn't like about the system it now has, I'm not at all aware of where you're going.

In the matter of who provides the service, I see you dawdling and delaying and not providing much direction in that regard either. In that perhaps overriding concern of doctors about whether socialized medicine in Ontario will continue, I'm not sure where we are on that either.

It is the questions that have no answers that bother me. It's the new direction I'm looking for that I don't see there that concerns me a great deal as well.

My party put together a document which we released in the spring of this year which essentially is kind of a model. It's put together in rather an unusual way for a political party. It is in part political philosophy. It is in part the opinions and the perspectives

of people working in the system in Ontario. It provides some alternatives. It makes some choices about the kind of models that should be there. It says, essentially the name of the thing is health not illness. It says something not too different from what the minister said in the beginning and that is the best health-care system is one which doesn't have to be used, which is unnecessary and it probably in the long run will turn out to be the cheapest.

It bothers me somewhat that in all of our considerations over the spring and summer of this year, when we were looking at the costs of a health-care system, that seemed to assume priority. Of course, in my view, it isn't the priority item for a Minister of Health. His priority should be health. When we look at the costs of the system, we don't take into consideration the costs of doing nothing because those are after costs that come into place only when illness occurs.

So there are a great many considerations I've tried to raise in the course of this opening statement but I want to put it as succinctly as I can. It is my impression that this is a ministry undergoing change and the change is not being very smoothly handled in my view. Alternatives are not being placed. Although we talked a great deal about de-institutionalizing the system, we're not terribly sure. I'm not sure in examining the minister's statements, in examining his positions on various matters that are kind of in the fore right now, that he really has got the alternatives going. That concerns me to no end.

I accept the arguments and the rationalization of what we call de-institutionalization but I don't see the money where the talk is. I don't see community clinics getting the kind of funding they need. I don't see women's services getting the kind of funding they need. I don't see any direct action on those, other than the establishment OMA positions being clarified: who is in, who is out; who is covered under OHIP, who is not; who is allowed to provide what medical service, who isn't.

I see those simmering arguments all over the place. I think there is clearly a need for the minister to provide some direction for that matter. I think there is a need for him to make some decisions which may well be painful and awkward for him to do. But I would point out to him that running and hiding, as I think he has done on the matter of the OMA and their fee schedules and opting in or opting out of OHIP, is doing none of us any good.

I think there is a time now, a need now, for the minister to look directly at those

problems and to make decisions. If he wants to add a caveat to make those in concert with the members of this committee or to go to public forums and do so, there is a need for this minister to act directly in that regard and make decisions.

I'm not trying to egg you on into a position where you run around and close hospitals as an answer to anything. But I am saying I want you to clearly lay out for us what alternatives you are going to explore, what changing model for the provision of care you are going to provide, who will provide that and how it will be financed. That is a major task, of course, but that's why you're the minister.

**Mr. Chairman:** Mr. Minister, would you care to respond?

**Hon. Mr. Timbrell:** Mr. Chairman, I would be glad to.

Since Mr. Conway has left for a speaking engagement, I think I'll start with Mr. Breaugh's material and work backwards; by sometime tomorrow I will get to the points that Mr. Conway raised.

On the matter of direction, there is no question that when you get into the area of changing emphasis and changing patterns of delivery, you come up against any number of—I won't call them vested interests; I'll call them fixed interests. There are probably no more small-c conservative people in this province than those who are involved in the delivery of health care. I include everyone in that.

I think people who have developed institutions in their towns and cities have every right to be proud of what they have done. When they started, whether it's the hospital in your home town of Napanee or in my home town of Kingston, they started on their own. They raised the money to build and operate them. Until the 1950s they had to get by with little, if any, government aid, be it capital or operating.

When you start talking about changing the role of the hospitals in the province, you're up against some very deeply held sensitivities about the contribution which a hospital has made to its community. In many municipalities, of course, you're talking about one of the largest employers in a municipality. Even beyond the questions of tradition and the contribution a hospital has made to a community, and a firm belief that what they're doing is in the best interests of the community, there is an even broader interest on the part of the total community as to that institution's position as an employer and a contributor to the general economic wellbeing of the community.

When it comes to individuals who are involved in the provision of health care, again you come up against professional pride and a general feeling that, "We have been providing health care and we've done it well. Why do we need to change?" I think we all must be very careful—myself as minister, my staff, and members of the Legislature—never to allow ourselves to fall into the position, in effect, of advocating change for the sake of change.

I would agree with the member for Oshawa that there must be clear direction. I think that clear direction has been laid out over the last number of years; we are, in fact, moving away from what would have to be described as an almost total emphasis in the 1950s and the early 1960s on institutional care. There are reasons for that, and I've described them to this committee on previous occasions, where I traced the development of federal-provincial cost sharing and the development of hospital insurance.

In the early days the only health-care money you could get was for hospitals and specifically for inpatient care. It wasn't until later that some money was made available for outpatient services. It wasn't until even later again that money was made available for medical services in the community, and even later again for things like nursing home extended care, home care programs and so forth. We've been through that evolution before. But, in fact, it has been an ordered and planned evolution.

Frankly, if we as a country weren't in the position where we need to have firm controls to deal with the overall level of government spending at the same time as we're trying to see the system through its transition into areas which we clearly know are desirable, some of these uncertainties, concerns, that were referred to several times earlier would either not exist or be relatively minor in the scheme of things.

The fact of the matter is we are trying not only to hold our own. It's one thing in a time of financial restraint, even though the Ministry of Health has enjoyed the largest increases of all the ministries in recent years within restraint—it's one thing to try to do that, to hold your own, to maintain what you have got, and it's quite another not only to maintain the quality of the system but at the same time, with the pressures of restraint, to try to change directions of the system.

I don't for a moment deny there are concerns out there. I hear them all the time. I probably travel as much as, or more than most ministers. I probably meet with and speak to as many groups in the province as



other ministers, or more. I think that's important I do that, as a matter of fact, to keep on top of what is actually happening in the system and to deal frankly with some of those concerns.

I have had, I have to tell you, some very frank meetings with doctors, with hospital administrators, and with nurses, where they have put those grievances and those concerns on the table. I have tried to be just as frank in explaining the direction in which we are headed. As I say, I think that direction is clear, albeit the difficulties inherent in changing any established system are compounded by the need also to limit increases in government spending.

We have been able to make a number of changes in recent years in this process of moving away from strict emphasis on hospital care. I mentioned at the select committee in September that we have since 1974 reduced in-patient hospital active-treatment beds by something in excess of 4,000. During that same period we have been developing the chronic home-care programs which, by the first of the year, will be going in seven areas of the province. We have seen a significant increase in the more traditional home-care program. This year alone, I think in Metro, it's about a 26 per cent increase in the utilization of home-care in Metropolitan Toronto, just as an example. I will accept, Mr. Chairman, that there are frustrations. I will accept there are competing interests, but I can't accept there's no direction.

Let's just take the case in point on this question of chiropodists and podiatrists. We put out a paper about a year and a half ago to begin the process of coming to grips with this situation. I suppose it would be very easy to just say: "All right, the old legislation which I think is at least 30 or 40 years old—it may be older—can just carry on as it is. It's called the Chiropody Act and we don't have any chiropodists in the province." That's not entirely true. I think we have got a couple working in clinics and in some hospitals. But we have got I think, if memory serves me correctly, 84 podiatrists who are all American-trained.

You understand, of course, that podiatric training involves training in surgery and subcutaneous areas of the foot, and the training of a chiropodist does not involve that. That paper proposed we develop in Ontario our own school of chiropody and we adopt, in fact, a team approach. In this province there's an increasingly better ratio of physicians to population and included in that is more than an adequate supply of orthopaedic specialists who could do the surgery. That

paper said: "All right. Given that you have got enough orthopaedic specialists, and given that we want to have a much better ratio of say, foot-care specialists to population than what you get by dividing the population by 84, then what we should do is carry on with the chiropody."

[5:45]

That was put out for discussion; that was the beginning of a process to come to grips with what the ministry perceived as a problem and what we still perceive as a problem. That immediately provoked the negative response of podiatrists, which was expected and understandable. It also generated a lot of letters from patients of podiatrists, many of which I objected to; I think they had been misled, intentionally or not, into the impression that we were going to try to put podiatrists totally out of business—that is, they would not be able to go to Mr. X, Y or Z any longer for any service—which, of course, was not the intent of the paper.

We also got reactions from organized medicine. We got reactions from groups like the Ontario Advisory Council on Senior Citizens, which is chaired by Miss Hope Halmested; as I recall, that group endorsed the foot-care paper that was distributed for discussion. In its recent report on health care for the aging, the Ontario Council of Health looked at this. Going back to 1970, the Committee on the Healing Arts endorsed a chiropody model.

Now, you ask, what is happening? What is happening is that we have now got all the responses we need and we will be going to the social development committee of the cabinet and to the cabinet with a proposal for a revised position paper on foot care—not trying to come down in favour of podiatrists, or against them, or whatever, but looking at foot-care needs of the population. We will try to put, first of all, the available people into the perspective of what we have judged to be the need of the population. There is no question that we need more people dealing with foot-care problems.

One other thing I should say is that the paper recommended that the chiropodists be institution-based; basically, for the most part, they would work out of clinics in hospitals and nursing homes and the like.

You can say that has taken a long time, and I would agree. As often as not, we are playing referee in this ministry to meld together the interests of competing groups but for a common goal. In this case we want more foot-care services. In another instance it might have to do with vision care. In another it might have to do with public



health or whatever. None the less, that is our goal and we try to get all the players on side.

Maybe it's the whole carrot-and-stick question. I do try to use a lot of carrots—I admit that—to keep everybody on side and going after the same goal. I think you get further that way than by beating people into submission. I don't think that is what you are suggesting, because I don't think it is in your nature, but that is where we are.

Just to give you another example: You asked a question about this business of certificates of competence. Here again, as a minister, I don't have absolute and total control over a profession in the sense that you pull all the strings of questions of professional ethics and the like.

This is a situation which was initiated, not by the ministry, but by the College of Nurses of Ontario, which after all is there to protect the public interest. I hope members will draw that distinction in this case between the college of nurses, which is there to protect the public interest and, let us say, the Registered Nurses' Association of Ontario or the Ontario Nurses' Association, which are there for the profession's interest. Both interests are looked after, the public's and the profession's.

The college, in looking after the public's interest, concluded that in its view there should be this thing called a certificate of competence, which says you must have put in so many hours of nursing within a given year in order to maintain your standing.

The college then distributed that to the profession. It has been discussed at many meetings over the last nine months, the most recent being I think about two months ago at Convocation Hall for the Metro Toronto area members of the college. It was a discussion paper, they got the reactions of their profession, and they are working on a revised proposal. They may well decide to amend it entirely. They may decide that in their view the original paper is still valid and come forward to us with that proposal.

At that point, we will then react. I think it would be fair to say any constructive suggestion the college comes forward with, which continues to upgrade the standards to maintain the public interest, would be agreeable to us. But this is an instance where, as with many of the professions, they do have the right of self-regulation within the profession. We take that very seriously. The minister does have the right under the Health Disciplines Act to ask for a change in a regulation; and if he doesn't get it within 60 days he can just do it.

One might argue I should do that more often. I haven't done it often. I can only think of one or two times when I have actually done it, but I have also had very good co-operation from the colleges, from the professions, when I have wanted certain things. I haven't had to do that. Again, it is a carrot, not a stick, but the stick is there if I have to use it. The only case I can think of had to do with vitamins, back about 14 months ago.

It is not a question of running and hiding. I guess it is in the nature of the system. You mentioned your green paper. I don't have it here, but as I remember some of the principles of it were things like, in effect, doing away with the present setup of public hospitals where each has its own board, to have area management boards. The present system is such that it is a series of partnerships that they are involved in with a Minister of Health. You don't have all of the power in your hands—for instance, if it is Oshawa General Hospital; that is a bad example, because it is one of the most efficient in the province in most respects—to change everything that you might want in Oshawa General Hospital. You have to work with that board. In effect, by working with that board you are working with that community, because the boards are elected by community associations.

You do have independent practitioners in the province, so it is a partnership with them. While I can most days think of reasons why I don't like it when I am trying to effect change, I don't know that I would want to turn the system upside down, or that I would want to abolish the community boards for hospitals. In fact, I know I wouldn't want to do that. I know I wouldn't want to change the independent position of practitioners in the health-care system and de facto turn them into employees or civil servants of the ministry, though they feel they're there now. One hears that all the time.

I don't think that is the answer. I think the answer does lie in clearly stating the direction. I agree with you there. I think if you look at the remarks I have made to the OHA, for instance, in the last two annual meetings, I have been very clear on the direction: in terms of the whole de-institutionalization process; in terms of operating budgets, which areas will get higher-than-average increases—that's clear direction; the question of capital funding; and in terms of indicating the priorities for capital funding. That's clear direction.

Look at my speeches to medical groups, and I have given a lot of those around the province. I have actually gone out and asked for the opportunity to speak to OMA district meetings. I haven't always waited for them to

come to me. Frankly, I know there are some groups within the profession that are hotter than others, so I have sought them out. I have asked for invitations to speak to them, to meet with them. Some of them have been pretty hot meetings. Some of them have gone a heck of a lot better than I had any reason to expect. But I have sought the opportunities to go out and tell them, "Look, this is what we are doing, the direction we are going and why we are doing it whether it's in terms of the de-institutionalization process.

They are concerned about that too. It's their patients after all who are occupying those beds. They are concerned whether it's about the question of physicians' incomes and fee schedules, or schedules of benefits, and what has happened over the last four, five or eight or nine years and why, and where we are going or whatever.

So there are two examples, one dealing with chiropody and podiatry. I will have more to say on that in the next couple of months now that paper has been very well circulated and extensively commented on. The other example is the request for certificates of competence. That I expect will be back to us in the very near future from the college.

One other thing I should mention is, you understand in the health-care system we're talking about dealing with well over 100,000 people. It is probably closer to 125,000 people once you add in everyone who is involved in one way or another by working in hospitals as practitioners, as physicians, as members of boards of trustees, as health-unit members, as health-unit staff members and so forth. One of the biggest needs or the biggest problems any minister has to carry is the communications area. I think one has to make a decision when you come into a ministry like this. Are you going to do it by way of press releases or are you going to do in person? I have chosen to do it mainly in person, by going out around the province, extensively, at least one day a week on the average, and visiting the hospitals, the health units, doctors and so forth.

The member, Mr. Chairman, dealt with a number of types of problems. While they are, in fact, of considerable interest to the Ministry of Health and we do still follow what has been happening about them over the last three or four years, they are now within the ambit of other ministries. When my predecessor came to the ministry, it did at that time include all aspects of health. Since then the environmental health programs that previously resided in the ministry have

been transferred to the Ministry of the Environment. Not too long before my coming to the ministry, the occupational health programs that were previously the responsibility of Health went to Labour. In fact, even since coming to the ministry, the children's mental health programs have gone from Health to the children's services division of the Ministry of Community and Social Services.

You ask about water quality inspection. As a matter of fact, when the MOH goes to that fellow in the back 40 up near Tamworth, he's doing it for the Ministry of the Environment. They do that on a contract basis for the Ministry of the Environment. In the larger applications or the larger installations it is still the Ministry of the Environment who does it, but usually it wouldn't be the MOH. They would do it themselves through their own water quality people. The individual small situations, the individual home, a store or that sort of thing, are done on a contract basis by the medical officer of health and the health unit, but as an agent of the Ministry of the Environment and not of the Ministry of Health. They are funded separately by the Ministry of the Environment for that.

Other situations you have raised are similar. Additives start to get into our two sister ministries' areas of authority, in which, as I say, we maintain an interest, but we no longer have the staff to deal with them. We also transferred the staff with the problems and with the money. I may say too, we had at the time for those programs. They are clearly within the areas of responsibility of those other two ministers and ministries. That's not a shirking of responsibility, it's just a fact that those things are transferred. There's no sense confusing anybody by trying to say we still have a role there other than as a part of the government. From time to time, we have several interministry committees the deputy sits on where we liaise with those other two ministries but the responsibility is clearly theirs. We are not going to try to fool anybody otherwise.

[6:00]

**Mr. Chairman:** Would this be an appropriate place to break, Mr. Minister?

**Hon. Mr. Timbrell:** Yes. I just want to make one other comment. When you start to get into the federal government and the question of food processing, by and large our federal counterpart, National Health and Welfare, or in some cases Agriculture Canada, are involved and so if I'm not speaking out on some of these things it's not because of a lack of interest on my part, or of the

ministry, but because the responsibilities do lie in other areas.

From time to time, I do draw things to the attention of the Honourable Monique Begin, the federal minister, that lie within her area of responsibility, say within community health or health protection, where something has come to our attention from maybe a medical officer of health, or whoever, about additives in foods or about certain practices. Where we don't have the responsibility, I don't just push it to one side; I do write to Monique Begin and ask her to follow up on it and to keep us informed.

That's it, Mr. Chairman, I'll continue tomorrow if you want.

**Mr. Chairman:** Fine. Thank you very much, Mr. Minister. The committee will adjourn to reconvene tomorrow after routine proceedings. No, I'm sorry, at two o'clock. I'm thinking this is Monday.

**Mr. Breaugh:** A small plea: I don't know whether it fits into other people's schedules,

but we have another engagement tomorrow starting around 4:30 or so. How late did you intend to sit tomorrow?

**Mr. Chairman:** It was my intention to go to five o'clock or later if we could, because we had missed some time on two previous Wednesdays and I thought perhaps we could make up some time tomorrow.

**Mr. Breaugh:** I certainly wouldn't have any objection to running to 4:30 or five, but it's just a small personal plea not to run too much over that.

**Mr. Chairman:** All right.

**Hon. Mr. Timbrell:** That's good for me, because Wednesday's my day in my riding office. I have to be there by six.

**Mr. Chairman:** With the committee's concurrence, perhaps we could go until five o'clock. From two until five? Okay. The committee's adjourned.

The committee adjourned at 6:04 p.m.

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# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health

**Second Session, 31st Parliament**

Wednesday, November 15, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 15, 1978

The committee met at 2:10 p.m.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I see a quorum. Mr. Minister, you were responding to Mr. Breaugh when we last adjourned. Perhaps you might wish to continue.

**Hon. Mr. Timbrell:** I am trying to pick up where I left off.

I think I covered a couple of examples of issues which are current ones involving the College of Nurses of Ontario and the proposal they have before the nursing profession—about the question of certificates of competence. This is still in their domain. As I understand it, once they have reviewed all the reactions they have had to the proposal, including a lot of letters and a large number of meetings around the province, they will be going back to the membership of the college with a revised proposal.

**Mr. Breaugh:** We dealt with the matter of vaccines and their availability yesterday. I was reminded this morning that, apparently, in Sudbury there still is a shortage and a bit of a controversy brewing there. Would the minister fill me in on that?

[2:15]

**Hon. Mr. Timbrell:** I really can't add anything more except this, that in Sudbury, as in every other part of the province, vaccine for those 18 years of age and younger has been and is available as per the policy that we put into place at the end of August on the advice of our own public health people, the federal people and the medical association.

The vaccine for the adult population was restricted to the county of Oxford and the seven buffer counties, and as that area is covered it's being expanded away from that area for an orderly flow of the vaccine. That is now available and has been for a number of weeks, almost a month, in Essex, Kent and Huron counties, and is in the last week or 10 days going out to Peel, Halton, Hamilton, Wentworth, Niagara, Wellington, Waterloo, Grey-Bruce.

**Mr. Breaugh:** So in other places like Sudbury, and the other one I am aware of is

Scarborough, the reason they are not being supplied with the vaccine now is simply that they're on a secondary list or they're not top priority?

**Hon. Mr. Timbrell:** The whole of the province will be covered by the early months of 1979, following this policy which we adopted in late August, moving in ever-widening circles away from the area of the outbreak. I would just remind you again that this is contrary to what was actually done in Alberta and BC, where they also had outbreaks, and contrary to the advice of the National Advisory Committee on Immunization, which advised that a general program was not required. We feel it would be in the long-term interests of the population to have this program over what will be about a six- or seven-month period for the whole province.

**Mr. Breaugh:** What about Dr. Mills, the medical officer of health in Sudbury, who raises some concern that similar restrictions might also apply with measles, mumps and rubella vaccine?

**Hon. Mr. Timbrell:** That is wild speculation at best.

**Mr. Breaugh:** He says they are currently in short supply.

**Hon. Mr. Timbrell:** No, as I indicated to you before, we have not got a problem with these vaccines. Interestingly enough, there was a meeting of medical officers of health last Thursday and to my knowledge Dr. Mills did not raise it at that time with ministry officials.

**Mr. Breaugh:** Is it just simply perhaps that these medical officers of health are raising this question because they feel a bit embarrassed that they're constantly reminding people to take these vaccinations and yet when they show up at the door they don't have the vaccine?

We do spend a lot of money promoting immunization programs of various types and are consequently reminding kids in school and adults at large that they need shots and booster shots. For example, in Sudbury they apparently gave them the first shot and now they are waiting for the second shot but it isn't there.



**Hon. Mr. Timbrell:** They've got some protection from the first, plus the residual protection from the immunization programs of the last 20 years. It's pretty hard to argue with the advice from the medical association and the federal health protection people as well as our own, who say that if anyone's potentially at risk it's the under-18 age group and they are being all covered. As you know, the immunization clinics of the health units and the immunization programs in the schools have carried on unabated, as well as the supplying of vaccine to private physicians for the under-18 group.

I suppose we could have adopted the same stance as Alberta and BC and followed that federal committee's advice and just said there will not be a general distribution anywhere. I know that in covering Oxford and the buffer counties the way we did we went much further than either of the other provinces. Throughout all of this, since August, and particularly because it has been a very mild fall, in the back of our minds has always been the question, "What about a secondary outbreak?" So we have followed, albeit a broader program than elsewhere in the country, a fairly conservative approach to make sure that if there was a secondary outbreak anywhere in the province, we would still be able to swamp that area with vaccine the same as we did in Oxford and its buffer counties.

**Mr. Breaugh:** Have you taken any steps or a formal position about—as apparently happened this summer—people coming into the province without proper immunization for whatever reason? What have you done in that regard?

**Hon. Mr. Timbrell:** I've indicated to the federal minister that the next couple of months—and it's likely to be within the next couple of months—I do want to raise this question. Let me just give you some background:

The existing international agreement to which Canada is a signatory, and which, as I understand it, was negotiated through the World Health Organization of the United Nations, includes four communicable diseases of which polio is not one.

My feeling is that when you've got an outbreak the likes of which occurred this year in the Netherlands, then notwithstanding that agreement the federal Minister of Health and Welfare should use his or her authority to go beyond it and require travellers to and from there to provide proof of immunization. I have indicated that to Miss Begin.

**Mr. Breaugh:** Are you contemplating any form of mandatory immunization program in the province?

**Hon. Mr. Timbrell:** What we're contemplating—there has been some discussion with the Ministry of Education on this already and there will be more—is in effect reversing the present setup whereby—in the case of your children, you would now get a notice asking your permission to immunize them. What I'm suggesting to Education officials is that we reverse that. The notice that goes home would then say, "Unless you tell us otherwise, your child will be immunized against the following: polio, tetanus, measles, mumps, whatever."

**Mr. Breaugh:** But in the case of someone who said, "No, I don't want that vaccine" what would you do?

**Hon. Mr. Timbrell:** I think that has to be a conscious decision on the part of the parents—that they're prepared to assume that risk for their child.

**Mr. Breaugh:** What about the risk for other people who might come in contact?

**Hon. Mr. Timbrell:** That way we would be covering the bulk of the population. I don't anticipate the conscientious objectors, as it were, would constitute more than a fraction of a per cent. We would cover the rest of the population and minimize the risk.

The situation this year had to do with one sect which had come into contact—I don't know that we yet know; I doubt we will ever know for sure—who was the one person who either went to the Netherlands or came from the Netherlands, who was at the centre of this. It's interesting that in every case except one they were people of a particular sect; the other one was a close associate of members of that sect who had never had himself immunized—an adult, not a young person.

**Mr. Breaugh:** In that investigatory stage you went through—following newspaper accounts of it at any rate—there seemed to be some confusion about exactly whom you were dealing with in tracing people. Do you feel you were well equipped in that?

**Hon. Mr. Timbrell:** Confusion?

**Mr. Breaugh:** Yes. There seemed to be at least some initial confusion about how to trace these people: who they were; where they had been.

**Hon. Mr. Timbrell:** No. Tracing was the least of our problems. People like Dr.—

**Mr. Breaugh:** Yet you just said you still don't know who was the initial contact.

**Hon. Mr. Timbrell:** The first concern is primary contacts: members of the family, people whom you would work with every day. The further out you get, secondary and tertiary or whatever the terms are for the next circle of contacts, in epidemiological terms, it becomes like the proverbial needle in the haystack as far as the chances of anything happening are concerned. There is a limit, in other words, as to how far you go.

**Mr. Backley:** The individuals themselves may not actually share any symptoms.

**Hon. Mr. Timbrell:** Yes, that's true.

**Mr. Breaugh:** What about the relationship—

**Hon. Mr. Timbrell:** Sorry. Can I finish that? People like Dr. Nancy Tuttle, who is the associate officer of health in Middlesex-London, and Dr. R. M. Andreychuk in my own ministry, and Dr. Blake and others really are among the unsung heroes of this particular outbreak, particularly Drs. Tuttle and Andreychuk who were right on the front line in Oxford county. They literally worked around the clock with one and two hours' sleep a night for days and days, making sure that contacts were being followed up, clinics were being organized and carried out.

In the most recent edition of Pulse, our internal ministry publication, we have tried to give credit to those people. I don't know that you can ever give sufficient credit. They really did an exemplary job. I thought that should be on the record.

**Mr. Breaugh:** In running through this, and trying to follow it is a little difficult sometimes, I still don't see that you, as a ministry, have done anything to prevent a similar outbreak again. And I don't see any alteration in your program or stance about the supply of vaccine which rectifies that situation.

**Hon. Mr. Timbrell:** On the question of the future, we have initiated a serology study in the province to get a better fix on the level of immunization, not just with regard to polio but to rubella, mumps, measles and many others, that will give us a better idea of which diseases are more of a problem.

According to the literature, we have one of the highest rates of immunization of any jurisdiction in the western world. Notwithstanding what is in the literature, we have initiated this serology study. As I pointed out yesterday, since August we have already shipped five times the amount of vaccine we would normally ship and in fact, some counties are still holding clinics. That should illustrate the fact that physically you just couldn't do the entire population overnight.

So that the matching of the supplies as they are coming out of Connaught, and there are considerable supplies there in various stages of production with priority ranking for the outbreak area, would seem to have worked well.

**Mr. Breaugh:** What is the lead time on the supply of vaccine?

**Hon. Mr. Timbrell:** A year.

**Mr. Breaugh:** You need a full year?

**Hon. Mr. Timbrell:** Is it nine months production and three months testing?

**Mr. Backley:** Yes.

**Mr. Breaugh:** What you're really saying is that should a similar outbreak occur next summer, there still isn't anything that would get the vaccine out faster. Unless you substantially altered the amount of vaccine we kept on hand, you still couldn't do anything about it. It would still take a whole year.

**Hon. Mr. Timbrell:** It's going to take a year to produce vaccine, no matter what. You can't speed it up. You will understand that even if we said to Connaught we want it in nine months, Connaught couldn't do it. They would still have to answer to the federal government, which ultimately has to sign off each batch in its testing program as being free of foreign agents of any kind.

**Mr. Breaugh:** It's not a very comforting thought.

**Hon. Mr. Timbrell:** I don't think you can ever be complacent about it, but relative to other jurisdictions, we're probably in as good a position as any. We looked around at the time to check all other bases and found that we were sitting on literally the only source of Salk vaccine in the world.

We did look at some vaccine in Yugoslavia and some in Russia which, if memory serves me correctly, the federal officials indicated they wouldn't let into the country because of quality problems. There were some plants producing vaccine in the States but they were holding it for American use if needed. Obviously, the Netherlands was holding all its own supply because it had the worst part of the outbreak in the world. We were, literally, sitting on the world supply of Salk vaccine.

[2:30]

**Mr. Backley:** I wonder if I could just supplement that too? Ontario uses the Salk and not the Sabin vaccine. If it hadn't been for the fact that we are a well-established Salk customer, there wouldn't have been any supply there at all because they are having problems in production of the Sabin. There's virtually none at all available in the world at



the present moment. There is a very small supply which is used for treating outbreaks, the immediate contacts.

One could call it planning, but it was fortuitous that we use Salk and therefore had created a demand which Connaught was ready to supply. If we hadn't if we had just been using Sabin, we wouldn't have been able to treat the problem at all because there just wouldn't have been any supplies available other than a few thousand—five or six thousand—to treat the immediate area.

**Mr. Breaugh:** You mentioned yesterday you had used or been in contact with the centre in Atlanta. Is there any thought to establishing a similar kind of a centre somewhere in Canada or is there one now?

**Mr. Backley:** There is a centre for disease control in Ottawa. I think the scope of population required really means that Atlanta is the one that has a bigger range of problems to cover and has a bigger resource of people so if something occurs, one in a million cases, then they would get 200-odd cases and we would only get 20—

**Mr. Breaugh:** Do we have a formal agreement or arrangement with that centre?

**Mr. Backley:** No, we don't. It's just they supply a service whenever we require it and we have never had any problem with them on this.

**Hon. Mr. Timbrell:** We did agree at the Ministers of Health conference in June 1977 that the feds are going to build a facility but I don't think we have had any indication since of when they are actually going to start it.

**Mr. Backley:** Yes, that's a class four packaging laboratory and with the current federal outbacks, we are considering expanding or altering our own class three laboratory that we have here in Ontario, the public health lab on Resources Road, to a class four so we do have an Ontario resource which might end up being a national resource.

**Mr. Breaugh:** The Atlanta centre has a tremendous reputation throughout North America. How does the mechanism work there? Do you call them up and say we have a problem we would like you to deal with and then they promptly jet their officials up here or what?

**Hon. Mr. Timbrell:** Yes, or in some cases—

**Mr. Backley:** We might send someone down—

**Hon. Mr. Timbrell:** That's right.

**Mr. Backley:** Depending on what the problem was.

**Hon. Mr. Timbrell:** In fact, I think in this particular case we had sent some material

down there already as I recall. They contacted us about the desire to send someone up. A lady doctor, her name escapes me, talked with the attending physicians. I think she actually examined the patients herself and then took some more blood back with her. That was the example I gave you yesterday. We had to get her back to Malton by a certain time to get back to the CDC or the whole thing would have gone down the drain. They were interested in the fact that so many members of one family were afflicted, which is apparently a most unusual occurrence.

**Mr. Breaugh:** What is the cost for this?

**Hon. Mr. Timbrell:** I am not aware that we have been billed by them. Have we?

**Mr. Backley:** Not in that particular case but for the polio outbreak we were virtually self-sufficient so it's more for scientific interest that they would take the blood back themselves. In the Lassa fever case—

**Hon. Mr. Timbrell:** Were we ever billed?

**Mr. Backley:** I think it was a service they just provided for us.

**Mr. Breaugh:** I just find that's a rather unusual and seemingly quite casual arrangement that whenever a crisis of some sort breaks out you always hear of their intervention or their involvement in some way. I am never quite sure how it happens, who bears the cost for such things or what follow-up is done afterwards.

**Hon. Mr. Timbrell:** I am sure you do appreciate that any of the problems they would be assisting us on are not problems peculiar to Canada. They are things that could break out in any of their states so any knowledge they would gain from our experience is in fact, fulfilling their commitment to their government and their population in the United States. That's why, as the deputy points out, we have never lacked for co-operation of any kind from the CDC.

**Mr. Backley:** I think in the case of Lassa you're quite right, it's a question of broadening their scientific knowledge about something which is of particular interest to them because they lost several of their technicians a few years ago with a Lassa outbreak within the lab.

**Mr. Breaugh:** I am still not happy with the response in a more general way of the provision of vaccine to the local medical officers of health around Ontario. There appears to be a continuing problem there, and I'd like to think that there isn't, but that I keep hearing them crop up in Scarborough and in Sudbury saying much the same thing as was reported to me in the spring of this



year, that there was a serious shortage of vaccine and that they were rationing things they thought should be rationed. I understand the rationale behind saying don't waste it, don't leave it on the shelf and not be able to use it, but, it does disturb me somewhat that we haven't been able to quite come to grips with that yet.

**Hon. Mr. Timbrell:** I think the fact of the matter is, if you were trying to imagine having enough vaccine on hand to cover the entire population for anything at any time within a very limited period, that would be impossible. Not in terms of dollars, because you could invest that and be prepared to throw tens of millions of dollars down the drain every year if it wasn't needed, but in terms of the ability to actually administer it.

The program in the 1950s took four years. That was a supply problem in part, but it was also a logistics problem of actually being able to immunize the entire population. It just couldn't be done any faster, given the logistical problems and what were real supply problems at that time. They were at that time in most areas using half doses, which I'm told give about 95 per cent as much protection as a full dose. They were into half doses in the 1950s to stretch it out even further.

We haven't had to go to that. I suppose we could have and spread it even further, but I have to fall back on the advice of the people I consulted and particularly take strong note of the opinion of that national committee that said, "Look, you don't need a general program on immunization." Notwithstanding that, we're having a general program of immunization.

**Mr. Breaugh:** You haven't mentioned in any of this discussion about vaccine either, any kind of co-ordinated plan for supply, given that you don't want to go to having on hand at all times that kind of a supply problem and spending that kind of money and that seems rational to me.

Have you got any kind of a co-ordinated effort under way perhaps through something like the World Health Organization, to see that there is sufficient supply on hand somewhere in the world, or collectively in the world, to deal with a major outbreak?

**Hon. Mr. Timbrell:** I'd have to say that here in Ontario we co-ordinate everything through our central pharmacy for distribution and we keep certain amounts on hand ourselves and keep up to date as to what is actually available in Connaught.

Then, of course, through the federal people, we are aware of what's going on in the rest

of the world. As I say, at that particular point in time we immediately went to the federal people and said: "What is the state of the art in the United States or anywhere else in the world?" and we got answers back very quickly as to who had what and what they were doing with it and whether it was acceptable in quality. As indicated, everybody who had it was keeping the vaccine for themselves, and in a couple of cases behind the Iron Curtain, the indications I got were that even if it was available—

**Mr. Breaugh:** You wouldn't use it.

**Hon. Mr. Timbrell:** —we probably wouldn't use it because of serious questions about its quality.

There are various linkages all the way through, from the provinces to the feds. The National Advisory Committee on Immunization would from time to time comment on supply problems if they existed, so these linkages do exist all the way up to the World Health Organization.

**Mr. Breaugh:** The difficulty that I see with that is that surely all the advisory councils are in place and all the agencies are there and the information flow is available. The problem is you came up with the wrong answer, at least for your needs in a crisis situation.

**Hon. Mr. Timbrell:** I would think the fact that we were able to ship five times the normal amount of vaccine is evidence that we were ready for an emergency.

**Mr. Backley:** No other jurisdiction in the world could have done it. We just happened to be the one that had the supply on the doorstep.

**Mr. Breaugh:** What would have happened if your supply had currently gone elsewhere, if a month before an outbreak had occurred in New Jersey or someplace and you had decided out of the goodness of your heart, because of humanity overruling your financial restraint program, to ship all of our vaccine south?

Through a series of fortunate circumstances you managed to deal with the situation, but it still remains that there was not an adequate supply of vaccine and no other source to turn to. You managed to overcome it.

**Hon. Mr. Timbrell:** I can't accept that there wasn't an adequate supply. As I said, the fact that we were able to ship five times the normal amount showed that there was a good margin. To use your hypothetical case, we would in that instance have been consulted by Connaught as to our views on that and as to whether we were prepared

to release it, just as the suppliers in the United States were consulted at the time of our outbreak. Their indication was it was being held for the home market.

We would ensure that our projected needs were covered. Connaught does deal with other countries around the world. They are, after all, a profit-making organization under the CDC and deal with various organizations. At the time, as a safety precaution we did ask them to hold some shipments, which were held. I don't know if they have resumed them since, but at the time until we knew the extent of the outbreak and had a better idea of our needs depending on that outbreak, we did do that and they went along with it.

**Mr. Breagh:** It still strikes me that there is some work to be done in that area yet. For the life of me, I cannot figure out why, with all of the information agencies and advisory agencies that are out there, there cannot be established on a collective basis a supply of vaccine which would allow you to deal with this faster than you did.

**Hon. Mr. Timbrell:** I would have to say that I think—

**Mr. Breagh:** Your outbreak was pretty limited, wasn't it? If it had been more widespread, you would have had a great deal of difficulty. The fact is in this day and age something like that can move very quickly through a population.

**Hon. Mr. Timbrell:** The information is flying fast and furious at a time like that, but given all of the epidemiological information I have had from our people, the feds, the medical people in this province, what they did in BC and Alberta, and from the federal committee, we would have ordered the distribution in a different way to cover the at-risk groups in the population, depending upon the extent of it.

I know I am sounding like a broken record, but it bears repeating. We have actually gone much further, miles further, than this eminent national group feels is necessary, given the type of outbreak and the extent of it.

**Mr. Breagh:** Let's leave that. Did we get an answer on what is happening with these estimates yet?

**Mr. Chairman:** I have been engaged here on and off trying to determine just how we are going to work this out. The government House leader, as you noted, has been in here. What I would like to do with the concurrence of the committee—and we can only do it if the committee agrees—is to schedule meetings tomorrow. I would rather do that

than split the Health estimates up and fracture them in the fashion that was anticipated, whereby we would go on to the rent review legislation on Monday and then somewhere down the road, likely well into December, pick up where we left off and finish the Health estimates.

It would be much more convenient for the committee and for the minister and the staff and for everybody concerned if we could perhaps sit tomorrow morning and tomorrow afternoon. Is that possible?  
[2:45]

**Mr. Conway:** I think we can make ourselves available for that. I tend to agree with you that splitting these estimates would be untimely. I can be here for most of tomorrow morning and afternoon.

**Mr. Chairman:** I gather you have a problem, Mr. Breagh?

**Mr. Breagh:** I have a committee to chair tomorrow.

**Mr. Chairman:** How long will that take? I guess you don't know.

**Mr. Breagh:** Until one o'clock.

**Mr. Conway:** Has it had a quorum yet?

**Mr. Breagh:** It is going to get one tomorrow.

**Mr. Chairman:** Is there any way in which we could have some of your people who have special interests in Health estimates perform tomorrow morning in your absence? Then tomorrow afternoon, we can carry on.

**Mr. Breagh:** I don't know how I am going to do that and sit here this afternoon. Offhand I would say no.

**Mr. Chairman:** If we can't get concurrence to do it, we can't go forward.

**Mr. Breagh:** First I have to find some of my colleagues, some of whom are otherwise engaged this afternoon and this evening, and tell them they have to come in tomorrow morning. I can anticipate the reception I am going to get and I am not prepared to do it.

**Mr. Johnson:** On behalf of our caucus I would find it extremely difficult to have the committee members ready on this short notice. There are three other committees meeting tomorrow as it is.

**Mr. Chairman:** All right, let's try and work it this way. What about tomorrow afternoon, is that a problem?

**Mr. Breagh:** That would be okay.

**Mr. Chairman:** What about tomorrow night? Is that a problem?

**Hon. Mr. Timbrell:** Yes, for me it is.

**Mr. Chairman:** All right then, can we settle on tomorrow afternoon? Is that agreeable?



Agreed. Now what about Friday morning? Is that a problem?

**Mr. Breaugh:** Yes, it is for me.

**An hon. member:** You will have to give up member's services tomorrow.

**Mr. Breaugh:** I may be able to find other members who would be prepared to come in on Friday morning. I will let you know on that tomorrow afternoon though. I can't be here.

**Mr. Chairman:** Let's go with tomorrow afternoon and then we will settle whether or not we can go on Friday morning.

**Hon. Mr. Timbrell:** What hours would we be sitting?

**Mr. Chairman:** It would be roughly from 11 until one o'clock.

**Mr. Conway:** That was as I suspected, what with two and a half hours yesterday and three hours today.

**Mr. Chairman:** After today, we have five hours and 40 minutes left.

**Mr. Conway:** That should do it.

**Mr. Chairman:** That would pretty well wrap it up if we could do that.

**Mr. Conway:** That sounds like a marvellous thing to wrap up.

**Mr. Chairman:** We will go on that basis then.

**Mr. Sweeney:** Are you finished with the topic? I want one question on it before you leave it.

I heard the deputy mention earlier that Ontario uses Salk vaccine rather than the Sabin. Yet within the last three or four days, one of the MOHs around the province gave a professional opinion, for what it is worth, that Ontario would be far better off to switch to Sabin. They would only need to give one application per person that would be good for the rest of their lives. You could forget about all this nonsense of coming back every year or every five years for the Salk vaccine. There is obviously some medical reason for not adhering to that but this person felt very strongly about it. Could I have a response?

**Hon. Mr. Timbrell:** There are all kinds of professional opinions on that subject. It is a debate that has gone on for 20 years. I would like Dr. Suttie, who is the assistant deputy minister for community health, to comment on it and briefly outline what the arguments are.

**Mr. Sweeney:** It does seem like a simple solution to the problem.

**Mr. Backley:** We wouldn't have had any for—

**Hon. Mr. Timbrell:** That's right, we wouldn't have had any vaccine.

**Mr. Sweeney:** Obviously I am referring to embarking on that program. You start at this point in time and you move from here on.

**Dr. Suttie:** Boyd Suttie, Ministry of Health. I could go into three pages with the argument.

**Mr. Sweeney:** No, I just wanted a professional response, that's all.

**Dr. Suttie:** It's quite simple. I can go beyond the professional one and go straight to the practical one, namely, that the supplies of Sabin vaccine, as the deputy has indicated, are under question at this particular moment with technical problems. These problems may or may not be resolved. I think the basic line is what is liable to be a secure, proven instrument.

**Mr. Sweeney:** Is that particular MOH medically correct, that one shot of Sabin will do you for the rest of your life, and all you've got to do is handle the new crop coming along every once in a while?

**Dr. Suttie:** The evidence is much to that effect, yes. However, polio is a very difficult disease to predict. The fact even that at an early stage in this particular outbreak at least one of the individuals was thought, wrongly as it turned out, to have been vaccinated caused surprise but not outright disbelief in some quarters because they were not entirely sure with what he had been vaccinated or how long that particular immunity might last. It's a question of opinion more than scientific fact as to what the level of immunity of an individual is to polio 20 or 30 years after having had the initial vaccination. Whether he has had boosters or not is another factor. It's specifically to put some sort of scientific basis underneath this opinion that this study is under way.

**Mr. Sweeney:** What are the technical problems in Ontario's moving from Salk to Sabin? You say it's not available now. Is there an insurmountable problem?

**Dr. Suttie:** We don't know. We do know that there is sufficient question regarding the flow and the production of Sabin that I think we have to have that question answered clearly and reliably before we would consider switching, even if we were not already convinced that the track record of Salk in this province—and I think Nova Scotia to a certain extent uses Salk as well—has proven a very safe and effective remedy. The point is too that Salk vaccine never causes paralysis. Sabin is a live virus and does.



**Mr. Sweeney:** Does or could?

**Dr. Suttie:** Has; there are documented cases. No doubt. It's a risk, but a risk which is totally avoided by Salk.

**Mr. Sweeney:** But Salk does require periodic retreatment?

**Dr. Suttie:** Here we have the federal situation saying it's not necessary to go into a general program of boosters and so forth. The point is, there is disagreement between the experts because the evidence is not clear on the matter. This serology study will give us very specific, clear, scientific evidence for saying this group of people has this degree of immunity against polio.

**Mr. Sweeney:** To sum up, I gather you seem to be saying, though, that the chief reason for not switching is a lack of guaranteed supply.

**Dr. Suttie:** Not the chief reason. One is the fact of safety, that Salk vaccine never causes paralysis. Where we have a choice and a proven record I would stand on that by itself. I'm not saying there is a problem; I'm saying questions have been raised about the technical issues and problems of production of Sabin vaccine; and when there is this question mark it would make it doubly wrong, I think, to jump to Sabin, to jump to a product whose supply is not assured and whose safety is demonstrably less than Salk.

**Mr. Sweeney:** Your present study should answer that second question.

**Dr. Suttie:** Specifically.

**Mr. Sweeney:** Let's leave it until then.

**Mr. Chairman:** I'm wondering if we could complete the minister's response to Mr. Breaugh and then come over to Mr. Conway unless it's something with respect to immunization or the Salk vaccine.

**Mr. Van Horne:** I have a question on dialysis patients and a constituent happens to be here with me today who's very concerned about this.

**Mr. Chairman:** Okay, we'll certainly get to it today, I'm sure, if you don't mind just waiting until we clear this other up. Then we'll proceed in an orderly fashion.

**Mr. Breaugh:** Why? Why break ranks now?

**Hon. Mr. Timbrell:** Thanks, Mr. Chairman. I just wanted to go through my notes and see that I'm covering everything.

**Mr. Breaugh:** How about district health councils?

**Hon. Mr. Timbrell:** If I can go through my notes I'll make sure we cover all that.

**Mr. Breaugh:** It was there.

**Hon. Mr. Timbrell:** Yes, it's further back, I think. There were questions on the select committee report as to what will be done with the recommendations. The bulk of the recommendations, of course, related to questions of financing of the system and the alternatives that the Treasurer might follow. I know he's taking all that under consideration in formulating his opinions as to what he should be doing in his next budget. I really can't comment any further than that.

**Mr. Breaugh:** What about your responsibilities? For example, the recommendation about the revolving-door technique?

**Hon. Mr. Timbrell:** If I could finish a sentence I would come to my responsibilities.

**Mr. Breaugh:** Oh, you should have stuck an "uh" in there so we would have known you were continuing.

**Hon. Mr. Timbrell:** On the occasion of the revolving-door medicine, I indicated shortly after the report—in fact, Mr. Conway and I were on the Metro Morning program together to discuss it—there are a couple of things that concern me.

First of all, it seems to me that the kind of activity that concerns us all that leads to this categorization of revolving-door medicine isn't likely to be deterred by the kind of mechanism that has been suggested, simply because if you are, in effect, saying, "There are X millions of dollars for family practice and if you do fewer services you will get more per service. If you do more services than the number on which that amount of money has been calculated then it will be proportionately less per service," there is still no incentive in there—or no deterrent, let's put it that way, since that's an oft-used expression—no deterrent to the type of physician who operates in that fashion.

If a physician is going to operate on a revolving-door basis, he's going to do it whether he's on a straight fee for service without consideration of who pays the bills or on a system like that brought in by the Regie des Assurances Maladies in Quebec or whatever. What we rely on in our plan is things like the letters of verification, like the medical review committee, like Dr. Gold's section at OHIP to try to pinpoint various physicians' practices that would seem to be out of line with the norm and to refer them on up the line for review.

In that way we do, in fact, recover fair sums of money and there is a constant watchdog there—\$30,000 a month, in fact, are mailed, as you know, to individuals around the province who receive one service or an-

other from a physician or a practitioner. I will say right at the outset that I'm dubious about that particular comment. I'm not sure whether it was a comment or a recommendation.

**Mr. Conway:** I think it was a comment.

**Hon. Mr. Timbrell:** I think it was a comment.

**Mr. Conway:** I wonder if I could interject at that point. I don't know whether you've seen the Wolfson-Tuohy study and its conclusions.

**Hon. Mr. Timbrell:** Which one is that?

**Mr. Vice-Chairman:** Perhaps, Mr. Conway, for the record you could read the title of that document.

**Mr. Conway:** What Do Doctors Do? A Study of Fee-for-Service Practice in Ontario, prepared by Alan Wolfson, Carolyn Tuohy, and Professor Shah. It's a study funded from Physicians' Services Incorporated and conducted under the auspices of the Institute for Policy Analysis in the faculty of medicine at the University of Toronto. Of course, Alan Wolfson was a consultant to the committee.

[3:00]

Like other members of the committee, I was very interested to find out from both him and particularly Professor Tuohy, who appeared as a witness before us, that it was their conclusion on the basis of the evidence and the interviewing they had done, which was rather extensive—and I am sure the deputy is quite aware of this—that by and large they found doctors not as unhappy with what they were making in terms of a bottom-line figure, although there was a considerable unevenness in that. What they really were growingly unhappy about was what they were forced to do to get to that dollar figure. We got into the discussion about what one does about dealing with that revolving door thing, which most doctors seem to be primarily concerned about.

I would just say something that you are already aware of, that is, that the committee was very much impressed by Professor Wolfson's suggestion that something of the kind that had been attempted, granted in a somewhat different jurisdiction, Quebec, and through a different arrangement there, might be attempted. I think most committee members were rather impressed by that, saying that we would favour at least a serious look at that. The word you used that I wondered about was the deterrent. Clearly there are going to be problems with the several thousands of people in the system, such as doctors in this case.

I was just wondering whether or not there was an alternative way, as we don't in any way suggest this is the only way. If this is what physicians, several hundred of whom were interviewed for this very current research, in June 1978, are complaining about, is there something that we can do? Is there some mechanism that is available to deal with it?

**Hon. Mr. Timbrell:** I think what you do is try to ensure that in each round of negotiations the average increase is skewed in such a way as to give relatively more to the GPs. In the last round, where we settled at an average of six and a quarter per cent for the period May 1 to December 31, it was six and a quarter per cent average, but it was worked out in such a way that the increase for the GPs was to be about eight per cent. Certainly in any current and future negotiations we would still for the foreseeable future seek to skew it—that's the best word I can think of at the moment—in such a way that the GPs would continue to have more of an advantage in the increases than all the other specialties.

**Mr. Conway:** So it is now on the record that doctors can expect a continuing of being skewed in a sense by the negotiations.

**Mr. Breaugh:** That's your choice of words.

**Hon. Mr. Timbrell:** That's spelled with a "k."

**Mr. Breaugh:** "Skewered" is the word, for Hansard.

**Hon. Mr. Timbrell:** Oh, no. That is what you would do to them.

**Mr. Breaugh:** That is what I heard you say.

**Hon. Mr. Timbrell:** No. That is selective hearing.

**Mr. Conway:** In that connection do you have a comment? I have been hearing some stories, most of them just hearsay, in the connection of doctors' responses to what they considered to be unhappy or unfair treatment from the system. Do you as a matter of course monitor—I know you do to some degree—the billing practices? Obviously that is done. Are you noticing any changing patterns in the past year particularly that concern you? If so, are there things we should be informed of? I have heard a few comments from people that made me wonder if things might be happening there.

**Hon. Mr. Timbrell:** No, I have not had any particular problems drawn to my attention. It would be Dr. Gold in particular who would do it if there was a general problem developing. The one point the deputy makes is in



trying to give the general practitioners a proportionately greater increase this year, the means of doing that which was suggested by the medical association, to which we agreed, was to add a new diagnostic code, namely, the intermediate assessment. That would appear not to be working as we had hoped. In the current negotiations, when all is said and done, we would seek to find a way with the OMA either to make that work better or to find some other means to ensure that what was intended and what is intended in fact happens.

**Mr. Conway:** For the sake of refreshment if nothing else, can you tell me exactly what your intentions were with that mechanism? How has it failed? Do you think it has lived up to its expectations? How might it be improved upon?

**Hon. Mr. Timbrell:** In minor assessments it is about 7.35, and in intermediate assessments it is about 8.45, or figures of that order. It was to allow for the fact that some cases do require a few minutes more than others. Straight checks of throat and ears with a prescription for fitness or some medication may take a much shorter period of time. It was to allow for the fact that they do have some cases which take a little longer and to encourage them to take that time.

**Mr. Conway:** What's happened?

**Hon. Mr. Timbrell:** It isn't being used as widely as we and the medical association thought it would be.

**Mr. Conway:** Are you telling me that physicians aren't responding to a more lucrative offer in terms of an additional interview?

**Hon. Mr. Timbrell:** I'm saying we're not being billed for intermediate assessments on the level we had anticipated.

**Mr. Conway:** That's an interesting part of the record. I will comment no further.

In conjunction with this general topic, and I think Mr. Breaugh mentioned it in his earlier remarks, concerning this business of some physicians responding to the OMA suggestions that they opt out and do so on the basis of a prepared kit and strategy and all the rest of it.

One of the things I am finding, and I can think of two colleagues of mine as well as a number of my constituents who are finding the same thing, is a more particular response from physicians now in some cases. One member of my caucus brought to my attention the fact that in a case involving a family benefits matter, he had routinely called the office of the physician in question

for a comment as to whether the medical facts were as given. I think this was an FBA appeal. At any rate, he was given an answer and then provided with a bill for \$50, with which his constituency didn't know how to deal.

And there was a case not too long ago involving my colleague from St. Catharines. I can't find the file but I think I remember it accurately. I think he has written you on this matter about an exchange between a patient and a doctor in the St. Catharines area. If I'm not mistaken a dear client letter was attached to the normal billing provision, which said, "We are expecting to be paid at such and such a rate and we draw to your attention that failure to do so will be met with a trip to the small claims court, yours sincerely." That didn't do much for this particular client.

I gathered that kind of thing is happening a little more frequently now than it did two or three years ago. Certainly, I didn't hear as much of it then as I do now. I'm wondering if you're finding that and if that is a problem.

**Hon. Mr. Timbrell:** I've heard from several members about it. You will recall that on September 15 when the select committee met in this room, or next door, it was raised as a concern.

The physicians, as long as the plans have existed, have had the right to bill for services not covered by the plan. Of course, the plan covers medically necessary services universally.

If that were to occur in my constituency, and it hasn't yet but that doesn't mean that it won't, on a workmen's compensation case or whatever I would pay that out of my expenses. As a member, I get \$7,500 a year tax free for expenses and, as a member, I get a certain amount, the total escapes me for the expenses of my constituency office. I would pay it out of either one of those.

**Mr. Breaugh:** Wait a minute now. That's not what you said before. If I recall from previous estimates when the matter was raised by members saying they were being billed because they had asked the doctor to supply a medical report for a compensation appeal or whatever, either you or the previous Minister of Health said, and I believe the quote is accurate, you would raise hell with the doctor and they should provide that information.

**Hon. Mr. Timbrell:** I don't think I said that. I said I probably wouldn't pay it. But on reflection and in discussion with the college, there is nothing and never has been



anything to prohibit a physician from charging for that. If it's a simple matter of making a photocopy of something that's already there, I think you have every right to say, "No way." But if you are going to ask a physician to take his time away from—

**Mr. Breaugh:** But we are not asking that—

**Hon. Mr. Timbrell:** Let me finish, if I may.

**Mr. Breaugh:** To be specific, we are asking for copies of existing medical records that belong to a patient.

**Hon. Mr. Timbrell:** In the cases I have heard of, though, they have been cases where an additional opinion has been asked for.

**Mr. Breaugh:** No.

**Hon. Mr. Timbrell:** I'm sorry, Mr. Chairman. Those are the kinds of things I have been hearing about. It comes down to asking for either another assessment or for the physician to take the patient's file and to summarize it. That is taking time away from his practice, and I think as a professional he is entitled to be compensated for it. The plan doesn't cover it, because it is not medically necessary in the strict sense of the plan. So on reflection the course of action I would follow as a member would be to pay for it out of either of my expense allowances. That \$7,500 is in effect saving us a couple of thousand a year in taxes.

**Mr. Conway:** To say nothing of your ministerial boondoggle.

**Mr. Breaugh:** Let's set aside whether the members are prepared to finance that themselves, or whether this House is prepared to do it. What about the patient who wants to use those records himself or herself? Are you saying the patient should cough up money to get a copy?

**Hon. Mr. Timbrell:** Under the plan an individual is allowed one annual examination a year and virtually unlimited medically necessary services. All I am saying is—

**Mr. Breaugh:** If you need a copy of that, do you have a right to get that?

**Hon. Mr. Timbrell:** Of the actual record?

**Mr. Breaugh:** Or a synopsis or whatever.

**Hon. Mr. Timbrell:** No.

**Mr. Breaugh:** You don't? You don't have a right—

**Hon. Mr. Timbrell:** Hold it, hold it—

**Mr. Breaugh:** —to ask your family doctor to put in writing what is wrong with you?

**Hon. Mr. Timbrell:** If you are asking the physician to perform services which are not

covered by the plan—that is the issue we are discussing—

**Mr. Breaugh:** No. I'm not, anyway.

**Hon. Mr. Timbrell:** The people who asked the question are nodding yes. What I am saying is that as a professional he is entitled to be compensated. Now, you had a different question.

**Mr. Breaugh:** To be specific about it, if I go to my doctor and say, "I need an examination which is covered under OHIP" or for whatever reason; or "You have provided me with treatment or made a diagnosis for something that is specifically covered under OHIP. In order to make any use of that, I need a copy of the document which records it." Are you saying I can't get that, or that I have to pay extra for it because making the copy or synopsis available to the patient is not covered by OHIP? Are you saying that I can go to the doctor and get the treatment, but I can't have him put it in writing because it is not covered under OHIP? If I want it I am going to have to pay him a certain amount of money?

**Hon. Mr. Timbrell:** If a doctor has to fill out some forms or provide a synopsis, dictate a letter and so forth, he is entitled to be compensated for that.

**Mr. Breaugh:** So you are saying then if I make use of the Ontario medical insurance plan and I go to see my family doctor for a physical examination for purposes of the Workmen's Compensation Board, or for a disability pension or any other sort of pension; if I want to have a piece of paper which verifies what the doctor says, I now have to pay him for that?

**Hon. Mr. Timbrell:** In March or April 1977 the new provisions for drivers' licences came in. Initially, it was a policy that that would not be covered by the plan. But in discussing it with my colleague, the Minister of Transportation and Communications, we reconsidered and indicated that where the annual examination has not been provided within the previous 12 months that can cover off that. So one is still guaranteed the right to an annual examination. If it is over and above that, it is not covered.

**Mr. Breaugh:** But you are saying the doctor can bill for the little piece of paper the doctor gives the person to submit?

**Hon. Mr. Timbrell:** I am saying if it is coincident with his annual examination that is covered by the plan—

**Mr. Breaugh:** The piece of paper?

**Hon. Mr. Timbrell:** —and if it isn't, no.

**Mr. Breaugh:** But what about the piece of paper? Does the guy still have to cough up \$10, \$15, \$20 to get the piece of paper?

**Hon. Mr. Timbrell:** No. If it is coincident with the annual examination—

**Mr. Breaugh:** He gets the paper for nothing.

**Hon. Mr. Timbrell:** —it's covered. Because the examination is covered. The time involved is covered.

[3:15]

**Mr. Breaugh:** There is an aura of silliness entering this whole thing. What doctors have done since I can remember is to provide a reasonable amount of paper for their patients. If they need a pension, if they have a compensation case, they are prepared to tell the patient in writing what their diagnosis is or what treatment they have provided. That seemed to me to be an eminently reasonable thing to do.

In the last year or so for whatever reason, some doctors seem to have changed their minds on that. They're sending us bills but they can't even agree on how much it costs to duplicate something. Sometimes it's for \$5, sometimes it's \$100 and sometimes it's somewhere in between. I have doctors who are now saying that if I want someone's medical record for the purpose of doing a compensation case or applying for a disability pension, I am allowed to go and make a photocopy of whatever piece of paper they've got. That causes me some problems because sometimes it is a medical record and I either don't want it or shouldn't be into their medical files.

I have doctors writing me little notes on the backs of pieces of paper, as opposed to having a typewritten letter. I suppose from their point of view their argument makes eminent good sense. It doesn't cost them anything to scribble something on a piece of paper and hand it to me, but if they dictate a letter to a secretary, then there's her staff time, paper, the use of the typewriter and all of that. Surely the ministry could make a very simple adjustment that would allow for one copy of a diagnosis or an assessment to be provided to a patient without charge.

**Hon. Mr. Timbrell:** The fact of the matter is that many of these cases, if not most—and I don't know that you could quantify it exactly—are in fact being covered as office visits, minor assessments, and so forth.

Where we get into the problem is not with those. At least I've had very little, if any, complaints about those, particularly since we did send out the bulletin to the profession back in April or May 1977 saying: "If people

haven't had an annual examination and are coming to you with these forms to be filled out for drivers' licences or whatever, it can be covered. But if they have had it within the previous 12 months, it won't be." That seems to have covered that problem.

Where the problem is arising in some people's minds is in the kinds of thing the member for Renfrew North outlines where, as a member, you might ask a doctor to comment on his patient of whatever number of years with respect to a compensation case or with respect to a family benefits disability application or whatever. That is over and above. They may not even see the patient, but they've got to sit down with the file and either write or dictate a synopsis of that for the benefit of that person to be used by the MPP.

**Mr. Breaugh:** That's right.

**Hon. Mr. Timbrell:** That takes their time. That is not "medically necessary."

**Mr. Breaugh:** That's right.

**Hon. Mr. Timbrell:** All I'm saying is that in those cases the argument, which I think is a very cogent one, is that as professionals that is time away from their patients and away from revenue-producing activity that they should be compensated for.

**Mr. Breaugh:** That's quite a reasonable argument too. I know the Hamilton members have raised this matter several times, but perhaps it might be a simple matter in some areas of Ontario to say, "Let the member pay the doctor \$20." In my office we do pretty close to 1,000 compensation cases in a year. If you're asking me to cough up \$100 a shot, which some of the doctors want, you're going to have to kick that allowance of mine well over the sky and you're also going to have to do something with the guy who holds the mortgage on my house. It's not just an incidental expense that occurs once in a while. We do that several times a day, every day the office is open. If you're making an argument that doctors really need to be paid for providing that kind of information to their patients, that's fine, but I'm saying you better make some provision for the payment of those services as well.

**Mr. Conway:** A permanent select committee.

**Mr. Breaugh:** God forbid! I haven't been that mad in the course of my life.

**Mr. Conway:** I wasn't suggesting it. I'm just trying to imagine the mechanism.

**Hon. Mr. Timbrell:** I think we've covered most of these situations by that bulletin we sent out a year and a half ago. I think too,



that many of these, if not most, are in fact already coming under the category of minor or intermediate assessments and we are being billed for them. Where it is a problem is when it is over and above that, where the patient isn't even there, where you're in effect saying to the doctor, "What I want you to do, when you're finished with your 30 or 40 patients today, is to stay another half hour, review that file and give me a letter with a synopsis." I think it's patently unfair—and I don't think you're suggesting this—for anybody to suggest that time shouldn't be compensated.

**Mr. Breaugh:** Right, but it's a question of does a patient have a right to ask a doctor to put in writing what he or she has found out?

**Hon. Mr. Timbrell:** Of course he has a right to ask.

**Mr. Breaugh:** Doesn't he have a right to get that piece of paper and to use that for purposes of seeking a pension or applying to the compensation board for an appeal? Doesn't he have a right to see that?

**Hon. Mr. Timbrell:** From the very beginning—and I stand to be corrected by staff who have been involved from the very beginning—but as I understand it, from the very beginning of the plan back into the 1960s, right on the front page there has been a disclaimer that, and I am paraphrasing now, medically unnecessary tests or procedures are not covered.

**Mr. Breaugh:** You're catching the population again in the squeeze here. You've got one government agency over here demanding a report from a doctor, like the compensation board or the federal disability pensions. They're saying: "Don't have your doctor whisper in my ear; have your doctor put it on paper." So here you have a government agency demanding this paper flow and you're paying the doctor to provide service, why are you asking the patient or someone else who is acting on their behalf to pick up the costs here?

If you are so enthused that this is actually a service for which the medical profession should be reimbursed, why aren't you providing for that? For example, why don't you do a simple thing like saying: "We establish a fee of \$5 or \$10, or whatever, every time a doctor does this, and that's what you're going to get and it will be included in your OHIP"? Why not?

**Mr. Conway:** Is it a political assessment?

**Hon. Mr. Timbrell:** No, no. I think you're suggesting that, in fact, that be considered to be medically necessary.

**Mr. Breaugh:** No, no.

**Hon. Mr. Timbrell:** By inclusion in the schedule of benefits you, in effect, make it medically necessary.

**Mr. Conway:** I think Mike's point is a good one. You're so tied to the bureaucratic mould that you can't make any amendment that's not medically necessary.

**Hon. Mr. Timbrell:** I don't know.

**Mr. Breaugh:** It's your bureaucracy that's demanding these forms.

**Hon. Mr. Timbrell:** It's not my bureaucracy.

**Mr. Conway:** Somebody's.

**Mr. Breaugh:** Whoever is running the government these days, it's their bureaucracy that is demanding these forms.

**Hon. Mr. Timbrell:** The other thing you forget is that—

**Mr. Conway:** But would you answer, Mr. Minister? I think it's worthwhile to elicit, if we can, an answer from that, because I understand what you're saying, that nothing can be included in the schedule of benefits as it presently stands unless it's demonstrated to be medically necessary. We all understand that. All I'm saying is that somewhere in this scheme it is not possible to append, amend, or whatever, a mechanism that would somehow allow, as Mr. Breaugh has indicated, for payment under the scheme for this kind of administrative service?

**Hon. Mr. Timbrell:** We have done that. Let me draw to your attention, there was a thing in Star Probe a few days ago; somebody had written in who had taken their two boys to the doctor for a physical prior to going to camp.

**Mr. Conway:** You don't read Star Probe voluntarily.

**Hon. Mr. Timbrell:** When it comes across my desk I do. OHIP initially didn't pay for it because we don't cover camp physicals, that's not medically necessary, but because of this change that we made a year and a half ago, and because those two boys had not had their annual physical, we covered it. We cover most of these problems.

**Mr. Conway:** There's one class of problem that is administrative and is developing and may increase according to the doctors' dissatisfaction with the bureaucracy or whatever in the system. All I am talking about is this business of Mr. Breaugh's point. I think I understand him to say could it not be possible to create a schedule of payment for that class of transactions between the doctor and the member—or, indeed, between the doctor and his client—that is not a medical necessity but



a matter of purely administrative process for the purpose of the member—

**Hon. Mr. Timbrell:** I don't think that should come out of the health insurance plan. That is not, in fact, something which is necessary to the maintenance of the health of the individual.

**Mr. Chairman:** I think perhaps we are going to have to pursue this under the health insurance vote. Perhaps we could get back to the minister responding to the member for Renfrew North's opening comments. Perhaps we could return to that.

**Mr. Conway:** If you feel obligated, Mr. Chairman, to ring the bell and save the minister.

**Mr. Breaugh:** If you want to get him off the hook, Murray.

**Mr. Conway:** The last round sounded more like Alfredo Evangeliste than it did my friend from Oshawa.

**Mr. Chairman:** I just wanted to give the members a little more time to think up a different angle.

**Hon. Mr. Timbrell:** One of the concerns expressed had to do with the question of the unique personal identifier. As I indicated to the select committee on September 15, that is something for which the ministry has had approval in principle for I guess, the better part of two years. We decided we would not proceed until the matter had been reviewed by the Williams commission on access to information and by the Krever commission on the question of confidentiality.

I think the member for Oshawa raised the concern of confidentiality which is a very real one. In fact, there have been several editorials in recent days about this very subject; the use of the social insurance number, and the question of confidentiality. I understand that at one point in Quebec the government, I think it was the Liberal government, proposed using the social insurance number for the plan and had to retreat. They were all set to go on it but because of pretty widespread expressions of concern about confidentiality and access to medical information given the wide use of that number they had to retreat.

If I remember correctly, the select committee endorsed the use of a unique personal identifier. There are benefits, of course, that accrue to us in terms of tracking the system and in reporting to individuals what services they have actually received and what they have cost, but there are also these other potential downside risks so everything is on hold until the matter is reviewed by the two royal commissions.

**Mr. Conway:** I want to reiterate something we did discuss that day in September. I have always had the feeling and I am a very law-abiding citizen but it seems to me, Mr. Chairman, that as someone who holds a number cards—

**Hon. Mr. Timbrell:** Why did somebody laugh?

**Mr. Breaugh:** Those who know the member—

**Mr. Conway:** It's only the chairman of procedural affairs, I have always felt that one flimsy little OHIP card, of all the cards I hold, is the one that allows me entry into the most important and the most wide-ranging, and indeed, one of the most expensive systems out there. I don't know how others feel but I have always been somewhat suspicious because as that card stands today, it's probably one that could be pretty widely abused. My card, I think, just says "S. G. Conway," I don't think that even if the member for Oshawa took it, he would be denied entry to a hospital in Oshawa, Bowmanville, or Attawapiskat or such places.

I have always wondered about that since most people who authorize cards that involve the expenditure of money usually won't pass them without having three pieces of other identification. I have never had that occur in the matter of the OHIP card. That's one of the concerns I have always had about it, that it seemed to me that it was possibly open to pretty widespread abuse.

**Hon. Mr. Timbrell:** Potentially, there is always that problem. You are, of course, asked to sign it on the back.

**Mr. Conway:** What if it's an x?

**Hon. Mr. Timbrell:** Yes, or with a crayon. It's something we live with all the time. It's a big concern we have with respect, for instance, to immigration and the illegal immigrants. We keep amending our procedures to try to screen those out to make sure they don't get these in the first place.

**Mr. Conway:** That business must really lead to hair-raising problems in the enrolment, because I can well understand how it must be difficult to know just exactly who they are.

**Hon. Mr. Timbrell:** This is where a unique personal identifier would be of tremendous assistance in sorting out those kinds of problems. There's no question about it.

**Mr. Chairman,** the member for Oshawa raised the question of the Hamilton east end. This is a situation which has been under consideration for some time. It goes back to my predecessor's days as a matter of fact. What we did was to ask the district health

council in Hamilton-Wentworth to review the health needs of the area of the east end of Hamilton and Stoney Creek, and to report. The task force did report—I'm a little hazy on the dates now but I think it was in September—indicating that in their view a full-blown hospital was not needed in the east end. They felt something akin to a community clinic was in order.

[3:30]

That task force report has been pretty widely distributed and commented upon. I've had delivered to me in the last two weeks petitions signed by thousands of people who are convinced of the opposite. The health council is holding a variety of meetings with different groups. I think there has been or there is going to be a meeting with a delegation from the regional council who are interested in this matter. It will be a few months yet before I get a final report from the health council with their recommendations as to what, in their view, as local Hamiltonians or Wentworthians, however you want to put it, is needed in the east end.

**Mr. Conway:** Nothing that a good by-election wouldn't cure.

**Mr. Breaugh:** Don't rub it in.

I want to put on record again that basically we have no qualms about a council making recommendations of a generalized nature—and of a specific nature, such as in Hamilton—of the use and apportionment of medical facilities. But can you not do something with the health councils that raises their image in their own communities? I guess the most dramatic one has got to be the Niagara District Health Council. We perpetually read editorials like this one: "When is the Ontario government going to rid itself of one of its major political liabilities, the Niagara District Health Council?"

They always seem to have a penchant for doing it on major items. This little editorial is about a policy taken by the health council there that recommended members should be able to take their spouses to out-of-town conventions, so that it would contribute to the happiness of the members of the council and therefore encourage them to go.

**Hon. Mr. Timbrell:** We've told them that is not allowed.

**Mr. Breaugh:** Not allowed. Why do you have health councils like that one and like the one in Hamilton meeting in closed session? The credibility problem is there. First of all these people are, by and large, appointed; that causes a problem. Then they meet in secret. Then in the case of the good old Niagara District Health Council, it for-

bids anybody even to offer a dissenting vote. It has a policy that it will meet behind closed doors, it demands total obedience, it stipulates that its members must never speak out in public on any issue before the council. It even goes so far as to warn its members if they can't abide by the secrecy rule they may resign but must never divulge the reason for their resignation. Isn't that just about the epitome of silliness?

**Hon. Mr. Timbrell:** The council there has in recent months undergone a number of changes in membership and administrative backup. I think it's fair to say there will be some changes made.

Generally speaking, most of the health councils not only hold public meetings, they advertise them. You mentioned Hamilton: my understanding is that the media actually attend the Hamilton-Wentworth council meetings.

**Mr. Breaugh:** But on this one—on the decision re the Hamilton east hospital—this report says very simply: "At a three-and-a-half-hour closed meeting yesterday, 15 of the 18 council members considered the report of the east-end study committee plus all the submissions that were made by citizens and groups who wanted to comment. In an interview later, council chairman Harvey"—

**Hon. Mr. Timbrell:** Lanctot.

**Mr. Breaugh:**—"Lanctot said no council member spoke in favour of a hospital and there were no dissenting votes on the conclusion that a hospital was not needed." Why couldn't they do that in public? If they're all so sure you don't need a hospital in the east end of Hamilton why do you have to do it behind closed doors?

**Mr. Conway:** Sounds like a papal conclave—

**Hon. Mr. Timbrell:** Without a chimney.

**Mr. Conway:**—the truth comes out in the end anyway.

**Hon. Mr. Timbrell:** Most health councils, like most municipalities or school boards or any bodies, even like some committees around here, will from time to time hold in camera meetings after they've had pretty broad consultation.

**Mr. Conway:** They say cabinet behaves that way sometimes.

**Hon. Mr. Timbrell:** Yes, that's the way it's supposed to run.

As to the case in point in Hamilton—I think there have been some extensive meetings with various delegations. Although you would have to ask them directly, they just decided for the last debate they would do it



in camera and produce their conclusion. But to the best of my knowledge that is a very open council. They certainly don't hold all meetings in camera. But even caucuses like to meet behind closed doors and finalize their considerations after they have done their research and met with all kinds of individuals.

**Mr. Conway:** Speak for yourselves.

**Hon. Mr. Timbrell:** Do you invite them? Is it open for—

**Mr. Conway:** The member for Fort William (Mr. Hennessy) came before the committee this summer and complained somewhat bitterly about the operations of the Thunder Bay district health council, about which I have no personal knowledge. But I wanted to chime in with the member for Oshawa on behalf of the member for Fort William who seemed to be bearing a considerable grievance about what I think he called "a clique of the worst kind" or something.

**Mr. Breaugh:** Let's focus on these two examples of health councils and how they function.

In the case of the Hamilton health council, why would they make that deliberation behind closed doors? You gave the example of political caucuses doing such things, but to use the analogy, we would be ridiculed rather severely if we decided all the sessions of the House were now going to be in closed session. "We will tell you what happened later on, but we are not prepared to let you listen to it."

There is a long tradition of that. These people are obviously acting in a very serious public way and I am not impugning their motives at all. But why wouldn't they have an open session on that? Why wouldn't you recommend they do that?

**Hon. Mr. Timbrell:** If memory serves me correctly, they already had a number of open sessions over the last number of years meeting with various delegations. This was to consider the work of the task force. It is not the final point in their participation in this issue. There will be further meetings. I think they probably felt that, having gone through many, many meetings and listening to and exploring the whole range of points of view, that particular meeting would be just as well held in camera to arrive at some interim conclusions.

If every meeting was in camera and there was never any opportunity for public input or for media coverage, then I would certainly be very concerned.

**Mr. Breaugh:** If they operated like Niagara, in other words.

**Hon. Mr. Timbrell:** I only know of one health council where we have had a problem and that is being corrected.

**Mr. Breaugh:** I wouldn't argue that every once in a while, if the health council had matters of buying land or firing people or political machinations like the caucuses go through here, you certainly don't want the public to be exposed to that kind of radiation problem. But if you are a public purpose agency set up by the government to recommend in a logical and rational manner dispensing health care in Ontario, why do you need to go behind closed doors?

It is one thing to have politicians run and hide behind closed doors. I for one understand that process very well and we need that. But I don't understand why a health council would do that.

**Hon. Mr. Timbrell:** An aside added by the member for Renfrew North bears pursuit here. The fact of the matter is they are advisory. They are not deciding.

**Mr. Breaugh:** That's right.

**Hon. Mr. Timbrell:** The fact is, the advice they are going to give ultimately will be public knowledge. The ultimate decision rests with the minister and the ministry and I suppose ultimately the Legislature, if you want to extend the whole process.

So once they have had broad consultation in the quietness of closed rooms, I think they have the right to reflect on it and arrive at their conclusions as to the advice they are going to give to the minister.

This is an interim step. As I have said, there have already been a number of other meetings, followups, and more are planned. I really don't anticipate getting anything for about two months, at which point I'm sure everybody will have had, in the public sense, his kick at the cat.

**Mr. Breaugh:** I could see it if they were the political decision-making body. But because they are an advisory group looking at the allocation of medical facilities—for example, in the Hamilton area, it is ridiculous in my view when you wind up with all your medical facilities on one side of town and none on the other. It strikes me as quite logical, from just a simple rational look at the thing, that you would want to have them dispersed throughout the community or not quite as concentrated in one end of the city. You shouldn't have any difficulty making those kinds of decisions public, because they're not political decisions.



**Hon. Mr. Timbrell:** I won't pretend to know Hamilton geography too terribly well, but as I understand it, the concern is that you've got this east-end Stoney Creek area basically going to two hospitals. Some are going to Joseph Brant to the east of them in Burlington, and some are going west to the Hamilton General which is in the north end of Hamilton on Barton Street. The argument centres on whether somewhere in between there is a need for a third hospital. Let us not forget that the General is slated for reconstruction in the 1980s.

**Mr. Breagh:** You're not denying the fact that all five hospitals in Hamilton are west of the geographical centre of the city?

**Hon. Mr. Timbrell:** And there is one to the east of them in Burlington, which also serves that area.

**Mr. Breagh:** Yes, and there is also Toronto General Hospital.

**Hon. Mr. Timbrell:** No, hold on now. The Brant is right on the Queen Elizabeth Way and does serve the area of Hamilton as well as serving Burlington.

**Mr. Breagh:** What about the good old Niagara health council? Are you just going to leave it at that? They've had some changes in personnel—

**Hon. Mr. Timbrell:** I'm satisfied the problems that existed are being rectified.

**Mr. Breagh:** Are you satisfied with this secrecy provision they have there? I don't mind that on occasion they would go in camera, but to say they always do it and that they're binding and that they're not allowed a voice of dissenting opinion for ever and ever, that's a bit much.

**Hon. Mr. Timbrell:** That is not binding on any member of a health council.

**Mr. Breagh:** You're saying that whatever they might set out as their own policy doesn't bind anybody to anything.

**Hon. Mr. Timbrell:** That's right.

**Mr. Breagh:** I would accept that if the minister was prepared to write them a letter and say: "Listen, this policy you've got doesn't make sense and it isn't binding on its members and that's the position of the ministry." Have you done that?

**Hon. Mr. Timbrell:** There has been no need to. I have an area planning co-ordinator in that area of the province who has made it known to them that things like this business of expenses for wives is not allowed. Things like these procedures are not looked on with favour. There have been changes recently, as I said, in membership and in the admin-

istrative backup, and my area planning co-ordinator has advised that these problems are being straightened out. At this point I don't see any need to use any heavy hand on them.

**Mr. Breagh:** You're just going to let them go on?

**Hon. Mr. Timbrell:** No, it's under—

**Mr. Breagh:** In effect, what you have said is that you have taken to heart this editorial from the St. Catharines Standard and you have fired some of them.

**Hon. Mr. Timbrell:** No, no, but we had already talked with them well before that. The deputy minister and the assistant deputy minister, Dr. Suttie, have both talked with them as well, so I think the message has got across.

**Mr. Breagh:** It hasn't hit the Standard yet.

**Hon. Mr. Timbrell:** Oh, well, we can't do everything.

**Mr. Backley:** We did it behind closed doors.

**Mr. Breagh:** We won't read that one in. We'll let you off the hook on that.

**Hon. Mr. Timbrell:** Something about writing their editorials behind closed doors?

**Mr. Backley:** No, I said we did it behind closed doors.

**Hon. Mr. Timbrell:** That's a big help.

**Mr. Breagh:** The reason why they're here. [3:45]

**Hon. Mr. Timbrell:** On the question of northern air ambulances, I think the best way to answer that question—and this will take a couple of minutes, but I think it's worth doing—is to read into the record a letter which I sent to the mayor of Kanuskasing, following up on his letter to me of October 11 and discussions which we had between Mayor Piché and the other members of the northeastern Ontario municipalities action group and members of my staff. If I may, I'll just read this into the record and I think this will tell you in clear terms—and this is already a public document, I know it's been referred to elsewhere in the province, but this will give you a clear indication of what is being done.

"Dear Mayor Piché, in response to your letter of October 11, 1978, and discussions pursued at our subsequent meeting, the following is a summary of major activities currently under way within the Ministry of Health designed to implement a co-ordinated central air dispatch centre and air ambulance service in the north. Please note that these activities are not necessarily undertaken se-

quentially and are, in my opinion, of relatively equal priority.

"1. Information system: To improve our data retrieval capability, we are integrating air ambulance dispatch information into the Ontario Ambulance Service Information System, the acronym for which is OASIS. This computerized information base will permit us to readily monitor a number of critical factors associated with air evacuations, including utilization, in-transit emergency medical care, supplies and equipment and cost-effectiveness of various means of transport.

"As the air ambulance system is further refined, access to this information will permit the allocation of resources in the manner most beneficial to patients requiring the service and at the same time ensuring optimal use of limited health care dollars. The basic components of this information system should be in place by early January 1979.

"2. Aircraft resources inventory: A questionnaire has been forwarded to all airline companies in the province reported by the Canadian Transport Commission as having the appropriate licence to participate in air ambulance activities. The return of this questionnaire will provide us with comprehensive basic information on aircraft in the private sector which are both suitable and available for air ambulance duties in various locations throughout the province. This data will be compiled, maintained and regularly updated at the central air dispatch centre for use in dispatching appropriate aircraft to undertake medical missions as the need arises.

"3. Provincial air dispatch centre: It is our intention to establish a central provincial focus for the authorization and dispatching of charter aircraft. This dispatch function will be closely integrated with land transfer dispatching and the air dispatch centre will ultimately retain responsibility for confirming appropriate transport availability, co-ordination of transfer details, arranging of air transport and dispatching of land vehicles, communicating estimated times of arrivals and departures to both referring and receiving hospitals, and advising all concerned of any subsequent changes to the planned transfer.

"By consolidating the responsibility for air charter planning in a central location, more effective use of charter aircraft can occur, particularly in cases where multiple patient transfers are required and through better two-way utilization of the aircraft. In addition, the air dispatch centre will develop the capability and expertise to respond quickly to a request for an air transfer, thus minimizing the need to shop around for appro-

priate transport, as many hospitals are now required to do.

"It is anticipated that the initial phase of central dispatching will be in place early in the new year through the expanded role of the present Concord dispatch. New facilities to house both the present land dispatch and the expanded air dispatch are under investigation. It is likely the centre will be relocated in the near future north of Toronto to the Oak Ridges-Aurora area.

"4. Guidelines to govern patient transfers by air: The ministry will be preparing guidelines to govern patient transfers by air to ensure that the patient receives optimal care during his transfer from one hospital to another. The factors to be considered in these guidelines will include patient condition, medical escorts, equipment, distance, cost, et cetera. To prepare these guidelines the ministry staff will be seeking input from a variety of sources, including the federal government, other jurisdictions operating air ambulance services and medical experts.

"5. Guidelines for equipment and facilities in aircraft used for medical evacuations: There is a need to ensure that basic standards covering equipment and facilities in aircraft are adhered to in medical evacuations in order that patients and escorts are transported in a safe and comfortable manner. Drawing upon the expertise of many sources, we will be addressing such issues as proper stretcher fastenings, IV supports and power receptacles in aircraft.

"In addition, we are pursuing the feasibility of prepositioning medical kits for air evacuation purposes in a number of northern communities where the need is justified. These kits which will include oxygen, IV fluid holders, auxiliary light source, extra sheets, blankets and pillows, and disposable urinals, bedpans and emesis basins will be required on all chartered medical evacuation flights. After completion of the mission the kits would be returned to the community of origin and replenished.

"6. Training of medical escorts: As you are aware, proper care of a patient during flights requires an understanding of basic principles of air evacuations. Through the ambulance services branch we are examining means of sponsoring a series of training seminars on air evacuations geared towards those who are now, or potentially could become, involved in air transfers. Invited participants to these seminars might include nurses, physicians, ambulance attendants and flight crews. The ministry staff is currently consulting with medical experts in the field, including doctors from northern Ontario, to



identify the major components of these training seminars. A plan for these training seminars should be completed within the next few weeks with initiation of the program commencing early in the New Year.

"7. Communications: In the area of communications, and in particular the concept of a dedicated radio frequency linking aircraft to ground base stations, the potential cost implication dictates a necessity for clearly identifying and specifying our communication needs and ultimately considering the various alternatives. Because there are unique technological problems with radio transmissions at increasing altitudes we are exploring with Communications Canada, the federal department responsible for providing and licensing radio frequencies, what some system alternatives might entail. By the spring of 1979 we will be in a better position to determine how we might best approach the communications issue.

"As you can see from the foregoing, the ministry is actively working towards addressing many of the considerably complex issues in air ambulance. It is important to recognize that we are attempting to improve the air ambulance services in a comprehensive and integrated manner. Thus proper planning, organization and administration are key elements to the ultimate success of the system. Only in this way can we effectively harness a limited array of resources with the needs identified for improved patient care, air transportation and emergency health services."

The rest goes on to refer to a meeting being held tomorrow in Sudbury at the offices of the Manitoulin-Sudbury District Health Council which will include the chairman and executive directors of the five northern district health councils and members of the air ambulance committee to consider this material and to carry on the development of it. To the best of my knowledge, that has been taken as a thorough and complete response to the issues raised by the north-eastern Ontario municipalities action group on this issue. That is about as thorough a response as I can give you at this time as to what is being done.

I think you were concerned too about the fact that, to your knowledge, every time the helicopter ambulance goes out it is in the media. I can assure you, as I did yesterday, that we are not doing that in the ministry. I have my suspicions as to who is, but the fact of the matter is that that project has been extended until the end of the fiscal year, and the evaluation is currently under

way as to whether it will be extended any further.

**Mr. Breaugh:** In the matter of the northern air ambulance, I take it that you really don't have much of a breakdown as to actual need for emergency air service as opposed to—

**Hon. Mr. Timbrell:** Oh yes.

**Mr. Breaugh:** Have you clearly established then that there is a need present?

**Hon. Mr. Timbrell:** I don't think anybody has ever disputed the need for an effective and well co-ordinated service. There was some material pulled together by Dr. Dyer that was rather interesting in that it showed, if I remember correctly, something in the order of eight per cent of flights actually involved traumatic emergencies, or trauma cases; a very small number.

**Mr. Breaugh:** So the number that Mr. Piché quoted in his brief of some 800 flights annually, he is not purporting to say that they are all 800 emergency flights?

**Hon. Mr. Timbrell:** Right, that is the point.

**Mr. Breaugh:** In developing this concept, you appeared in your letter to him, at least, not to have made much of a commitment to utilizing norOntair as opposed to a private aircraft, or some blend of the two. You haven't quite made up your mind on that yet?

**Hon. Mr. Timbrell:** No, basically we try to use the privates because the other passengers on regularly scheduled flights tend to be inconvenienced and upset. I think that's equally true for norOntair and Air Canada. We do try to use the privates as much as possible.

**Mr. Breaugh:** I don't quite understand that.

Is it because of the type of aircraft that you would use a smaller private aircraft?

**Hon. Mr. Timbrell:** Yes, in many cases. If you wanted to use Air Canada, you have to take four seats, I guess it is, for a stretcher. If you get somebody who is other than sedated and out cold and quiet, it can be very upsetting for the other passengers on the plane. For that matter, it can be upsetting for the patient, and create various inconveniences. The preference has always been, and will continue to be, to try to use the individual charters as much as possible.

**Mr. Breaugh:** It would appear from your letter that you're not quite ready to make any commitment to setting up a public sector northern Ontario air-ambulance service.

**Hon. Mr. Timbrell:** They didn't ask for it.



**Mr. Breaugh:** You're really just co-ordinating what might be available in terms of aircraft and personnel.

**Hon. Mr. Timbrell:** I must admit that my earlier impression of their submission was that's what they wanted. I publicly said so at one point. They were very quick to correct me and say they weren't asking for the government to buy some jets or whatever. What they were after is what we've responded to, namely, an effective co-ordination of what's there in the private carriers.

**Mr. Breaugh:** In your survey of who might have suitable aircraft, are you including all forms of government aircraft—norOntair, Natural Resources?

**Hon. Mr. Timbrell:** We have an inventory of our own machinery. This is to get the inventory of all the private carriers that are listed. You would include in that norOntair and Natural Resources planes as well.

On the question of various women's organizations, I wasn't entirely sure of which ones you were thinking. Earlier this year—and it bears repeating and putting on the record—I did meet with a couple of organizations that were proposing women's health clinics. In both cases the proposals involved among various things, health maintenance, nutrition counselling, and a whole range of services that are involved with preventive medicine and good health, but both also involved the establishment of abortion clinics.

I indicated to these groups that I was not prepared to consider proposals involving abortions being performed in clinical settings and if they were prepared to go back and revise their proposals to include all the other aspects of health maintenance and health promotion, I was prepared to consider such submissions. I even pointed out that if their concern was in the area of abortion they could establish a formal link with a hospital that performs therapeutic abortions and has a therapeutic abortion committee.

As I recall, in both cases I was told that was not acceptable to them. That's where that stands. I don't know if that's the kind of thing you had in mind.

I was supposed to be meeting today with this organization in Metropolitan Toronto, the Women's Referral and Education Centre—I think I've got the right name. That's been rescheduled for tomorrow afternoon. Somebody will be meeting with them, I guess.

That's an instance where the federal government—and this is a problem we've lived with for a number of years and it's a constant thorn in our side—through LIP and OFY and various other programs gets things going,

raises expectations, establishes those expectations, and then abandons them. Whether it's a provincial ministry or a municipal department, you've got your budget committed. Then well into a fiscal year somebody comes along and says: "Look, we've got this great thing going and the federal government has pulled the plug on us, can't you bail us out?" [4:00]

I don't know whether we are going to be able to help the WREC or not. I won't prejudge that right now. It is more than a little bothersome that once you have everything committed for a fiscal year, all of a sudden in the middle of it, the feds pull the plug on you and worthwhile projects are left high and dry. I wasn't entirely sure of exactly what it was you had in mind, whether it was the case I had heard about earlier in the year or the current problem.

**Mr. Breaugh:** Then let me mention a couple of more specific ones. There was one in Windsor, a rape crisis clinic at the Windsor Western Hospital, the IODE unit. This one is funded by your ministry.

**Hon. Mr. Timbrell:** It is funded under the global budget of the IODE as I recall.

**Mr. Breaugh:** Have you made any provision to provide for funding other than through the global budget of a local hospital board for such units across Ontario?

**Hon. Mr. Timbrell:** We have a number of mental health projects which we fund. Most of the HSOs, in one way or another, involve additional counselling services. I know the one in my own area has a lot of family counselling which is part of the package of services they provide in their community. There have been projects set up through their grants-in-aid committee dealing with drug and alcohol problems. What is the name of the one in Ottawa we funded not long ago? It was particularly for women's problems.

**Mr. Breaugh:** MacPhail House perhaps.

**Hon. Mr. Timbrell:** That sounds familiar.

**Mr. Breaugh:** My problem really is having established there should be this provision of service, and I think that has been clearly established, when one goes to see how they get set up in the first instance, how they are funded in the second instance and how they operate, which I suppose is a far more important one, we find a real grab bag. It really is catch as catch can time.

As you say, the federal government out of the goodness of its heart, just before some federal election, came up with a number of programs to establish agencies like the ones in Windsor, Ottawa, and I am familiar with

several around the city of Toronto. They have been set up and then lost funds and had to scramble afterwards. There doesn't seem to be any consistency or stabilization from one community to the next or even, in most cases, when an agency is established, like this one in Windsor, that they will be able to operate with much continuity over a reasonable length of time even given that there should be revisions on how it operated and some updating.

For example, in this case in Windsor, should the hospital board decide that because they have had a pinch in their global budget, which might well happen in another year or so, that the clinic must shut down? Then there will be no more provision of services. In my own area, where we have one back on the rails again, we went through a serious problem of having some federal funds to start up and get the thing established. Then federal funds were withdrawn, just unilaterally taken away, and they had to scramble around to see if they could find some private funding. All of this takes the service away from the community and puts a great deal of instability into those who are interested in providing the service or looking after that kind of a problem.

Why aren't you being more active in the first place by providing or encouraging the provision of services like this one in Windsor, which is a rape crisis clinic, or MacPhail House in Ottawa, which is dealing in a variety of matters? Why don't we take something like the HSOs and fund them properly and see they do provide that kind of funding and service with some uniformity across Ontario? It disturbs me somewhat that you are dependent upon local instigation to get something together.

I think the problem is far more serious than that and needs to be dealt with across Ontario with some uniformity although I would be a supporter of local variations in response to local needs. Surely the provision of such services either in a rape crisis clinic, or in a halfway house, or whatever the local term might be, is an extremely valid service to a community, and in particular to women in the community, and ought to be funded as we would fund services for broken arms. Why don't we do it that way?

**Hon. Mr. Timbrell:** We have, with the money available for the demonstration model grants and for the grants-in-aid committee, been able to help a number of groups get started. I should point out that through grants in aid it's a maximum of three years' funding and it's to get them started. When we deal with these groups I'd like to think

we're a little bit more up front with them than the feds, who tend to get their expectations well established and just when they seem to be getting along very well they pull out on them. We made it very clear from the beginning that this is three years within which you've got to get established and on your way.

To sound a warning, though, on the question of halfway houses there are various reports around that are questioning the effectiveness of halfway houses as to whether they are a good thing, whether it's a man or woman. This includes some material that has come out of the Addiction Research Foundation evaluation. I think you're probably aware of it already, so it won't be too far down the road to arrive at some conclusion of that. Comsoc have been the ones who have been picking up most of those after they've gone off the grants in aid from us.

As far as the HSOs are concerned, the oldest one is in the Sault, which is about 16 years old, but among the rest of the HSOs the oldest would be about five years probably. We are working with all of them on establishing their revised goals and objectives. In many cases these include things like family counselling, like family planning, like these kinds of problems that are particularly women's problems. I could think of three or four off the top of my head who are doing that now.

I'm not quite sure I understood your point. I feel that these kinds of things are best developed around local interests and concerns to address the communities' problems. I hope you weren't suggesting that we go in and say, "Look, you've got to have" one program or another.

**Mr. Breagh:** No. Let me elaborate on that. I would really like to spend a bit of time on this. In my view, if you had clearly established in the broadest sense of the term health service organizations which would provide for clinics offering services particularly to women or particularly to a community in Toronto or anywhere in Ontario, if there was sufficient funding there. The problem that I see in the way you're going about providing funding to HSOs is that you haven't quite settled on a continuing financial commitment to them.

I accept your point that I would like to have, whether it's services for women or community health-care services, the option to design a model for the provision of service that centres on local needs. It may be different from one community to the other, so I'm not saying opt for one model for the provision of services. I'm quite happy that



you'd accept the notion that in different communities, to deal with different needs under this umbrella approach of a health service organization, you'd allow for a great deal of latitude in the way that they provide the service, but if you could only give to them the financial security and the budgetary emphasis that I think they deserve and need, I think we would solve a number of our problems, whether that problem would be particular services that women might need in a community or whether that might be the problem we discussed earlier of general practitioners who are having a tough time making it under the current system of payment.

If I look at the health service organizations that I'm familiar with, there we seem to have opted for a model which provides the doctor with considerable financial security and the opportunity to practice medicine in a way that he or she thinks gives them more social values out of it. In other words, they're able to practise medicine in a way they feel good about. They are not worried about their accountant, they are not worried about whether or not they can become a limited company, or incorporated. They are concerned about providing care to people who need help.

It frees them from all these other non-medical considerations to practise medicine, and they strike me as being much happier about it all. The difficulty is that the financial problem is always hanging over their heads. They are not terribly sure of where they are going; in some cases they don't seem to be terribly sure about what kind of financial commitment they have got from you.

**Hon. Mr. Timbrell:** I have met with a number of representatives of a number of HSO boards in the last two years. One of the problems is that perhaps when they first started not enough care was taken to establish realistic goals on either side. We were learning and they were learning about exactly what are HSOs, what are their pitfalls—and they have pitfalls—and what is the best funding mechanism.

Over the last two years Ray Berry, who is sitting beside me now, and his staff have been working with all of them to bring those goals and objectives, and methods of evaluation of whether or not the goals and objectives are being met, up to date and to make them realistic. What I would like is for Ray to describe it for you. He can do it better than I can, because it is a very complicated system.

**Mr. Chairman:** May I just break in here? I should point out to the committee that

the opening leadoff remarks and the responses are taking a lot of time. Mr. Breaugh's opening comments took about an hour and a half and we have spent about two and a half hours in an exchange by the minister and the member in respect of the opening comments. As far as I am concerned, I have to sit here in any event; but I wonder if that is a judicious use of the committee's time. Perhaps it would be better if we could get on with the responses to the opening comments, both of the member for Renfrew North and the member for Oshawa, and get into the vote. That is my view at this point, and I am in the hands of the committee. It seems to me this is dragging on unduly.

**Hon. Mr. Timbrell:** Mr. Chairman, I can do it whichever way you want me to do it. I can do it this way, or I can break up my responses to when we come to the actual vote.

**Mr. Chairman:** That's why I let it go on. You either take it on the oranges or on the bananas. I thought if you did it now perhaps that would save some time later on, but I am concerned that it is going on and on.

**Mr. Breaugh:** I appreciate your concern. The reason I am doing this is because I am here now to elicit responses from the minister. I will be quite happy, when he finishes with this today, to set aside the bulk of my concerns, because there are points that other members want to raise, and because we are into this jackpot of when do we sit and divvying up the estimates time, and so on. I realize it is a little unorthodox, but I think we can get through this successfully. I would anticipate that if the minister continues to reply as he has all day today I will be quite satisfied by the end of the afternoon and you can then proceed to move very smartly and snappily through the votes.

**Mr. Chairman:** I wanted to draw the matter to the committee's attention.

**Mr. Sweeney:** Mr. Chairman, I think the concern is not the minister's response but the member's continual byplay coming in. As you say, we have used four hours on that one issue. A number of others of us have a number of issues we would like to get in here somewhere. We've spent four out of a possible 11 hours on an opening statement, and we are still not finished.

**Mr. Chairman:** The other alternative we could consider, since Mr. Breaugh has to leave about five o'clock, is that we could carry on a little longer in response to Mr. Conway's comments. Mr. Van Horne has a point he wishes to raise. He has a constitu-



ent who has come here for the express purpose of hearing the issue debated.

**Hon. Mr. Timbrell:** I have made certain commitments based on yesterday's indication that we were going to close at five. [4:15]

**Mr. Chairman:** All right. Let's get on with it and clear it up as quickly as we can.

**Hon. Mr. Timbrell:** Mr. Berry can address the question of the HSOs.

**Mr. Berry:** It's a little bit difficult in terms of the specific questions that you want answered. I think in terms of the actual payment mechanism, there are some problems. First of all, the intent was that it would cover off medical services in some different kind of organization which would provide better options for physicians to practise medicine in a more appropriate manner, to be concerned about health promotion and health maintenance. That doesn't always follow.

The difficulty is when one moves into the area of some of the programs you were speaking of and trying to decide how to make a reasonable cost comparison, and how one will assess whether the effectiveness of those programs is what one would hope for and what one would expect. The difficulty is when one moves into an organization such as the HSO then the usual OHIP medical review mechanisms disappear, because we are not following that model.

It's necessary, therefore, to invent some other evaluation and some monitoring mechanisms to make sure that the same quality of service is being provided and that patients are benefiting to the same extent as they would under the OHIP system. I think that's the thing that has taken so long to put into place, because there are complicated and difficult measures required to do that.

What has happened over the last couple of years is we have evolved some more appropriate evaluative devices. Our assessment of savings is that if one makes a comparison with the regular fee-for-service general medical practice, there are no savings. If there are savings to be derived from HSOs and HMO experience in the United States, it tends to be in hospital reduction. What we're attempting to do right now is to study the way in which that happens, and to provide inducements so that would happen more effectively than it does now. As I mentioned, that's very complicated to pull out in the way of information, particularly when we have to invent all new systems for HSOs.

We have some HSOs in which there is an attempt to include or to combine with social

service programs as well. It would be our hope, I think, that we could find ways of developing close co-operation within HSOs so there would be a better utilization and co-ordination of medical services, health services and social services, because in the area of some populations, older people for example, we need good combinations of those services.

However, the overall problem of how one actually conducts an evaluation to make sure the services are, in fact, better still exists. That's the one we're trying to solve.

**Mr. Breagh:** Have specific evaluations been done on specific HSOs? I take it some form of evaluation has been done?

**Mr. Berry:** Yes. We have not had a systematic approach to all HSOs. There have been different studies carried out with different HSOs to produce information for us, both of a cost nature and also of a quality of care nature. The quality of care studies are much more complex and difficult, and we're only at the point of actually developing the indices, in things like patient satisfaction, professional satisfaction, and some of the outcome measures which we would like to apply.

We have been in the process over the last six months of working with individual HSOs to establish their particular program objectives. We would hope to be able to assess the degree to which they are achieving those kinds of program objectives. If an HSO, for example, has a special clinic relative to a particular kind of problem which is identified in that area, then we would want to find out if they are able to meet the needs that problem presents. So the objectives for each HSO tend to be relative to what that particular HSO is attempting to achieve.

**Mr. Breagh:** Then you are not anywhere near the point where you can say: "If you meet these criteria for setting up a community health service organization, you will automatically kick in to this kind of funding and we will automatically kick in to this kind of an evaluation of your program"? You're nowhere near that stage?

**Mr. Berry:** I don't think I would go that far. We are quite a bit closer to that. What we are attempting to do is to establish a per capita payment mechanism so that the HSO can be paid for the population it's serving, because that's the general principle for the establishment of things like HSOs or health maintenance organizations in the states and so on, and that is that you have a population for whom you are providing and planning health services and the health services and the program you provide depends upon the needs of that population.

If you are going to do that, then the logical way for paying that is on a per capita basis. It provides the greatest degree of flexibility in the provision of those services, and we do think we are very close to that. The difficulty, as you can well imagine, is trying to decide what you will put into the payment package.

**Mr. Breaugh:** You made an interesting statement that you weren't quite sure that there was any real cost saving in that. I find that very difficult to accept, frankly, because I have seen in my own community a union set up a dental clinic, to provide a very specialized service, pay all of their capital costs for the clinic in less than two years, and continue to operate on an ongoing basis without any difficulty at all. They have more difficulty locating staff initially than any problem they have had subsequent to that.

The provision of care meets anybody's standards in Ontario and the operation of the thing seems so smooth. They have had administrative problems, without question, but not to a degree that anyone else hasn't had either, and they have set something up, financed it, paid for it and provided a service to their constituency in a way that's far different than what we see in any other form of medical care. If it can be done in that instance, and it certainly has been done, why can't we apply the same model to other fields of health care?

It would strike me it would get us around problems, particularly in specific items like the provision of specialized needs to women, and that you would solve this whole mess of everybody coming in cap in hand and appealing to the minister to provide them with funding for one year, two years, three years, which strikes me as ludicrous.

**Hon. Mr. Timbrell:** That isn't the case with the HSOs, the one year, two year business.

**Mr. Breaugh:** I have heard you speak on a couple of occasions strongly in favour of HSOs, that they were a good way to go about it. Why haven't we emphasized them and why haven't we put a greater share of your ministry's budget into that field? In other words, why aren't you encouraging these things like mad and working through their problems?

**Hon. Mr. Timbrell:** We have indicated repeatedly we are open to any suggestions or any initiatives for new HSOs. I think what Mr. Berry was saying is that we are now better able to evaluate that kind of initiative and say whether it can fly or not today than we were when the program started four or

five years ago, because we have learned a lot along the way.

**Mr. Berry:** If I could go back again, if one were to control very carefully exactly what the package was, the one we are going to put together, I suppose one could produce some savings. What we have attempted to do is to allow this sort of thing to evolve on the basis of recommendations or requests for particular kinds of organizations in a variety of communities, and what we have attempted to do is to study those initiatives to try to find out what the elements are that work. We think now we may have identified those and we think now we can probably put together a package in which we will actually be able to provide an equivalent or better amount of services for an equivalent cost.

In looking at the HMOs in the US, the health maintenance organizations, about which there is the greatest amount of information, the savings would appear to be in terms of hospital dollar savings, and therefore the health service organization package which would have to be put together in order to produce those savings is rather greater than we have actually put together to this point. We are looking at those. Obviously the size is a very significant factor as well. This is the information we have discovered on the basis of our study of HSOs to date.

We think we have a better idea of what to put in place now and we are working out the detail, including an evaluation model that can be applied, because we are not going to be able to use the same monetary mechanisms which are currently in place for the study of practice which is true for the OHIP system. You have got to go both ways. You have got to ensure the quality of care as well as whatever cost benefits there may be.

**Mr. Breaugh:** Are you tying this into other programs that you are using in related fields like the home-care program? Somebody told me yesterday that you had removed that part of the program which provided funding for having a child at home, that you can't do that any more, and I brought up the matter in Wallaceburg where you've got chronic home care but you don't have a program and you don't cover it under OHIP. I see all of this as being closely interrelated with HSOs and home-care programs and chronic-care programs, and I see you dabbling in the field but I don't see any strong commitment on your part to do that.

**Hon. Mr. Timbrell:** The intent is certainly to tie them in more closely. The one with which I am most familiar in my own constituency has been closely tied in with the



public health department right from its inception. I am not sure as to your reference of your removing funds for home births. I don't think it has ever been in.

**Mr. Breaugh:** It has never been in; you never paid that?

**Hon. Mr. Timbrell:** No. The attendance by a physician would be covered, I am not sure under what code, but I'm not aware that there has ever been a special payment for that.

**Mr. Breaugh:** It's just that in a general way, believing in your philosophy of de-institutionalization, it goes back to the question that I raised in yesterday's statement. I am concerned that you have identified what you don't want to do but you haven't identified what you want to do, and in areas where you have shown some promise and some commitment, the financial commitment isn't there, in the case of HSOs working through mechanisms—

**Hon. Mr. Timbrell:** Oh, no, the financial commitment is there. They're being funded, they're operating. The question is to find the best way possible to ensure that what is being done is, first of all, meeting the needs of the patient and meeting the overall goals for the centre, that it isn't needless duplication. There may well be a case made in some areas for doing more than what they're doing now, and others for doing less, if they are, in fact, duplicating other services. This is what we're talking about, having reasonable goals and objectives mutually agreed upon and an evaluation model, which Mr. Berry has talked about, and tying your funding mechanism to that.

**Mr. Breaugh:** Can we see your evaluation model? Is it in a state that is presentable to the committee?

**Mr. Berry:** No. The Spitzer report, of course, which was on the evaluation of HSOs, you're certainly welcome to have that. What we are in the process of doing right now is developing the objectives for HSOs and I would think that within three months we will, indeed, have a model which will be operating. The indices which are being developed under the Spitzer report requirement are being tried now, they are being run, so I would think that, yes, we would be able to provide that for you, but we can't do it right now because it's in such a state of formulation that it wouldn't make very much sense. We have bits and pieces that are being fitted together.

**Mr. Breaugh:** What's the state of the art on your per capita grant, the financing, is that in place?

**Mr. Berry:** No, we're going forward with a proposal now based on our assessment of the manner in which that can be done. There are three elements to that. One is a per capita that relates to provincial averages for a particular roster of population, a negation element which will reduce the payment to the HSO if the patient goes outside for equivalent service. As you are well aware, in Ontario one doesn't lock patients into HSOs in the manner that is the case in the US.

The other one is to try to develop the hospital use reduction incentive, because it's clear to us at this point that if an HSO is going to reduce hospitalization there has to be additional money to buy additional equipment and provide additional services. We think we have a formula which will work. We're not entirely certain about that yet, but that's the formula we are going to be putting into place or recommending very shortly.

**Mr. Breaugh:** How do you arrive at your roster population? Who makes that decision? Is that negotiated or are you contemplating that the government will decide you will be servicing a community of 1,500 people and therefore we give you this amount of money? How do you go about that?

[4:30]

**Mr. Berry:** The roster actually is indicated by the HSO and is based upon a statement by its patient population that that is the facility or that is the organization from which they expect to obtain their health services. We will be using the figures provided by the HSO with some indication and the verification of that roster on the basis of individual patient registration or something of that nature. In other words, it is not only what the HSO says, but some verification of that roster in terms of the patients who are being served.

**Mr. Breaugh:** What about dealings between these HSOs and the OMA where there appears to be some difficulty in terms of health service organizations attempting to reach a clientele and on occasion falling into disfavour with the OMA for advertising their services?

**Hon. Mr. Timbrell:** This gets to the broader question of the entire profession, that it is considered professional misconduct to advertise. A number of HSOs get around this. Let me just again refer to the one in my own constituency, where they have formed a community association related to the centre. They have a newsletter that goes out on a regular basis describing the activities at the



health centre and certainly an annual meeting and various special meetings through the year.

In that way the doctors aren't advertising and therefore aren't up against potential professional misconduct proceedings, but the board of the centre and the community, through word of mouth and through their organization, make it well known. Others do that as well. There are several others which do that as a way around it.

**Mr. Breaugh:** Are you intervening in any way in that relationship?

**Hon. Mr. Timbrell:** No, I don't think there is a need to. Just as with a solo private practitioner, reputation and word of mouth are the best means of selling an HSO. All the advertising in the world, even if they were allowed to, wouldn't make much difference if the service wasn't appreciated and of the quality the community expects.

**Mr. Breaugh:** Basically, then, all you are saying is the HSO sets up some kind of community council and the council can then advertise in whatever way it wants the services available at the clinic, but individual doctors working in that clinic couldn't do promotional work or whatever?

**Hon. Mr. Timbrell:** No, just the same as they can't in private practice, but the people who have been in the forefront of getting it established in the first place, they are the ones who make sure the community know (a) that it is there, and (b) what it provides. Ultimately, reputation and word of mouth are the best things, I don't care whether it is an HSO or private practice, that will make you or break you.

**Mr. Breaugh:** You are, of course, aware that a number of HSOs are out hustling money to attempt to keep their facilities going. Is it your ministry's view that that is an acceptable practice, that in addition to funds provided by your ministry, they should also go out and hit up the Lions Club and the Rotary Club and whatever other charitable agency might be out there?

**Hon. Mr. Timbrell:** I think you will find that a number will seek funds for capital purpose, maybe to refurbish a waiting room or to add a piece of equipment, that wouldn't ordinarily be covered, but I am not aware that any are raising funds to cover operating costs.

**Mr. Breaugh:** I would like to pursue that at some length and I would certainly appreciate, if you have information on your evaluation schemes or the role models that

you might be developing, I would certainly appreciate being informed.

**Hon. Mr. Timbrell:** Mr. Chairman, moving on to the Murphy the Molar campaign, I must say I am disappointed that the member for Oshawa, who is, like myself and a few others around the table, an educator, hasn't appreciated how well this program has been accepted in the educational system. It is something that health units, school boards, private dentists, the Ontario Dental Association and a variety of groups have been asking for for some time.

We are nothing short of amazed at the reaction there has been to it to date. We are into the second and third printings of some of the materials, particularly those designed for distribution through the dentists' offices and health units and for use in the classroom. I hope you have taken a look at it. If not, there is a very good display in the front window of the government bookstore on Bay Street. I have an extra puzzle if you're interested.

**Mr. Breaugh:** The offers you make me.

**Hon. Mr. Timbrell:** I know. In your case I try to make you offers you can't understand.

**Mr. Breaugh:** I have got to take you over to Eddie Sargent again. You'd better get Murphy the Molar with you.

**Hon. Mr. Timbrell:** I'll need more than Murphy the Molar for that. Once bitten.

A few other things that bear comment. I think we're fortunate in this province that we do have a relatively high level of fluoridation, and let me say I know it's an emotional issue in various cities.

**Mr. Breaugh:** Especially Kingston.

**Hon. Mr. Timbrell:** What did happen to the vote the other night? Did it pass?

**Mr. Breaugh:** I don't know.

**Hon. Mr. Timbrell:** Did the fluoridation vote pass in Kingston the other night in the election? We don't know yet. It passed there once. They bought the equipment and by the next election it was voted out.

**Mr. Breaugh:** That's right.

**Hon. Mr. Timbrell:** I think they've still got the equipment somewhere. We do have a fairly high level of fluoridation in the province. As I started to say, I realize it's an emotional issue, and contrary to what certain public figures believe, I think that fluoridation is one of the greatest things since sliced bread. I urge at every opportunity the electors to add it to their systems wherever in the province. Between natural fluoridation

and fluoridation additives, well over five million of our population are covered, about 62 per cent of the population. In fact, it's even higher than that. If you look at it in terms of the population who were on water systems, potable water systems, it's over 72 per cent, and that has had a marked effect in recent years. I can only hope that that will expand in future and we'll certainly encourage it.

In the last year or so, we've doubled the number of mobile dental coaches which we have on the road. We now have 10. They are for the provision of basic treatment and preventive services for children in remote areas of the province where the services would either be nonexistent or at the very least extremely difficult to obtain. They are located in the following areas, for your interest: In Barwick, Nakina, Chapleau, Charlton, North Bay, Noelville, Ullswater, Whitney, and Lanark, and the 10th coach will go into service in the Porcupine district when we've recruited staff for it.

We have got over 200,000 elementary school children who are now on programs through various health units, whereby they use what is known as the fluoride rinse. That too has proved to be extremely effective. In areas which are without fluoridation we've seen reductions in dental caries of 20 to 30 per cent. In areas with fluoridation we've seen reductions of 10 to 15 per cent. It's an additional preventive measure which is paying off very well.

In addition, more and more intra-oral mouth guards are being provided for high school students who are actively involved in contact sports such as football and hockey. Somewhere in the order of 20,000 have been provided in the last two or three years. Virtually every school child in Ontario is visited at least once by dental staff who conduct educational programs on prevention, brushing, the use of floss, accident prevention, this sort of thing. It is very extensive.

**Mr. Breaugh:** What you are saying is that in 10 years you'll have a full-fledged dental program for all children in Ontario, and Murphy is leading the vanguard of that drive, right?

**Hon. Mr. Timbrell:** Or as he's known in Hawkesbury, he's known as Murphy le Dent.

I think it's fair to say that the three political parties in this province to the best of my recollection are committed to the eventual development of such programs. It is a question of when we can afford it, and at this point in time I'd have to say that the money that would be involved just simply isn't available.

On the positive side though, I think something of the order of about 20 per cent of the work force is now covered, and therefore their families as well, by dental plans.

The member for Oshawa referred to a particular project which has been under way I guess for about five or six years in Oshawa—

**Mr. Breaugh:** Yes, a little less than that.

**Hon. Mr. Timbrell:** —that was begun by the UAW. Further than that, a great many citizens of the province who are recipients of family benefits also, as part of that benefits package, receive dental services. While the long-term goal of everyone involved in the political spectrum of the province is the development of a dental care program, it just simply is not in the cards at this time because of the cost.

**Mr. Breaugh:** But eventually we'll catch up to Saskatchewan.

**Hon. Mr. Timbrell:** There are other areas where we are miles ahead of them. I don't intend to get into a province-by-province comparison. The fact is that an ambulance ride costs you about \$75 now in Saskatchewan. It costs you \$5 in Ontario. They don't have a co-ordinated province-wide ambulance service.

**Mr. Breaugh:** Our ambulance service is really a model now.

**Hon. Mr. Timbrell:** It certainly is. We're miles ahead.

**Mr. Breaugh:** As soon as it explodes it's going to be an explodable model.

**Mr. Van Horne:** Now would be a good lead-in. We're talking about costs out of province. Could I take that opportunity to speak?

**Hon. Mr. Timbrell:** Yes, you wanted to ask something about dialysis?

**Mr. Van Horne:** Yes. We're all aware, of course, that the Kidney Foundation of Canada is a most viable association and we're fortunate in my community to have the president of the southwestern Ontario chapter as a neighbour and a very dedicated person who has spoken to me about this problem for people who require dialysis treatment, particularly those people who have to take that treatment out of the province.

As we're all aware, there are those seniors who for health reasons or whatever spend the winter months away from Ontario. The understanding given to me is that at the present time the payment for the treatment out of province is there for those who use accredited hospital services, but no other service, I gather, is allowed. It's been brought



to my attention that the ministry is considering allowing payment for those people, those patients who have to use a service in a place other than an accredited hospital. In a holiday state such as Florida, where there are many resort areas with all kinds of good resort facilities but not necessarily an accredited hospital facility close by, there is still that other way of getting dialysis treatment through a nonaccredited hospital.

A lot of folks are wondering, if they aren't going to be able to get the treatment there, then do they cancel their travel plans. Is there any thought being given to changing that accreditation requirement? Secondly, if that change comes later on—let's say the change is made in the beginning of the fiscal year 1979-80—would there be any retroactivity to accommodate those people who have had to have treatment?

**Hon. Mr. Timbrell:** There would be no retroactivity, whatever we do.

**Mr. Van Horne:** Then when are you going to do whatever you're going to do?

**Hon. Mr. Timbrell:** We do have in the works, as it were, a revised regulation that refers to approved facilities; that is, approved by the general manager of the plan. Of course, we've still got some technical problems to work out and it would still be subject to approval by cabinet to do that. This would broaden it from what presently exists, but it is also in the interest of the patients that they would get prior approval, because the people in the plan who are dealing with facilities all over North America on a regular basis would be able to say to an individual: [4:45]

"Look, you're going to that area but we really don't think that is an adequate facility, given its track record." But it would be broader than at present, where we are dealing with just accredited hospitals. As far as the cost to the plan is concerned, there is no increase in cost to the plan whether it's done in an accredited hospital or an approved facility.

**Mr. Van Horne:** I realize that. A couple of times today you have said that the plan covers medically necessary service and you also put the word "universally" at the end of your statement. Universality in this instance would imply to me that if this prior approval is given the payment is the same, that is 75 per cent or whatever of the fee schedule, it's the same whether the treatment is given in Florida, Texas or Ontario. Is that a correct understanding?

**Hon. Mr. Timbrell:** That will vary by the particular facility or hospital. It depends as to what it will cost. The principle is one we see merit in and that we are working on.

**Mr. Van Horne:** At the risk of boring some, I want to make sure I understand it and I'm going to have to go over that last part again. You said there are still some things to be worked out. Would you just repeat that last comment? Again, I should have made reference to Professor Kevin Burley. I did mention him as a neighbour, but he is here and will later today be attending a meeting with some other of the executive of the kidney foundation.

**Hon. Mr. Timbrell:** Basically, it's with the legal people now and apparently there are some legal technicalities they want to work out. Subject to cabinet approval, it would provide for this service to be carried out in an approved facility, whereas now it is provided in accredited hospitals. The effect of this would be that the individual who is going to spend a month in Scottsdale, Arizona, or two months in Clearwater would contact OHIP and say: "This is where I'm going. There is a clinic there where I propose to have the dialysis done." If the plan approves of that facility, if it is an approved facility, one that we know will, in fact, provide the services properly, then it will be covered.

**Mr. Van Horne:** Given the date and the legitimate urgency some people feel to make their plans in an orderly fashion, can you give us any indication of when this might be brought to cabinet and give us some idea of the time line?

**Hon. Mr. Timbrell:** I would say within about a month. It's not likely to be effective much before January 1. I don't foresee any problems at cabinet with it.

**Mr. Van Horne:** All I can do then is remind you of the time factor for these folks. If a month turns into three, then we're looking to the winter of 1979 rather than the winter of 1978.

**Hon. Mr. Timbrell:** In the meantime the services will still be covered in accredited hospitals there, and will still be available in our own hospitals and the home dialysis programs here.

**Mr. Van Horne:** I appreciate that. Mr. Chairman, I believe Mr. Sweeney had an ancillary question.

**Mr. Sweeney:** While we're on the topic of dialysis, Mr. Minister, you might remember that the Kitchener-Waterloo area fought very hard a few years back to get a dialysis unit set up in the Kitchener-Waterloo Hospital,



and it's working quite well. However, there have been some rumblings that as the squeeze gets tighter and tighter in the hospital that service may not be continued because of the cost factor. I'm not saying that is hard fact. I'm just saying I've had people call me and they are concerned about it.

Is there any way I can suggest to them that now that service has been established in the area, and these people no longer have to go to Hamilton or Toronto or London, they have some kind of long-term security that will continue to be provided?

**Hon. Mr. Timbrell:** The best way to set their minds at ease would be to tell them that at KW, they got an additional \$289,094 for the purposes of hyperalimentation, dialysis and pacemakers.

**Mr. Sweeney:** Is that part of their global budget or is that a sum of money added for that particular—

**Hon. Mr. Timbrell:** It is added to their budget for the purposes of those three life-support programs — hyperalimentation, dialysis, which is by far the bulk of it, and pacemakers.

**Mr. Sweeney:** Is it reasonable to assume that unless something very extraordinary happens the principle of having a dialysis unit in that urban centre is reasonably secure?

**Hon. Mr. Timbrell:** Yes.

**Mr. Sweeney:** Okay, I understand the figure you have just given me.

Can I touch on another aspect of the same problem? If I understand correctly, we have about 25 people on home dialysis units, and in most cases it's working quite well. But they have two minor problems that I sense are more of an irritant, and I am not able to respond as to why it is necessary that it should happen that way. In order for them to get the materials they need to operate their own dialysis unit at home, they have to go to Hamilton, which means something like once or twice a month they have to drive roughly 70 or 80 miles round trip to pick up materials. I can't find any satisfactory reason why that couldn't be done out of KW hospital. Why would they have to drive to Hamilton for that?

**Hon. Mr. Timbrell:** I don't know.

**Mr. Sweeney:** Apparently they have asked and they just can't seem to resolve it.

**Mr. Backley:** It is probably because it is a different kind of dialysis. That it is peritoneal dialysis, which is done at home and that may be why it is done through Hamilton's St. Joseph's, which has tended to be a focal

point in that area of the province as a backup unit for home dialysis programs.

**Mr. Sweeney:** But what is so unusual about the materials they need that they could not be stocked through a local hospital? We have three local hospitals and one of them has the dialysis centre. As I say, it is more of an irritant than anything, but I just can't come up with any satisfactory response.

**Hon. Mr. Timbrell:** Let us look into that. I have not had the problem drawn to my attention, even when I met with the hospital people in that area a few months ago. We will look into it and see if something can be done.

**Mr. Sweeney:** Would you take it one step further? Another problem along the same lines is that if their machine breaks down at home and they need technical services, once again a technician must be brought up from Hamilton.

**Mr. Backley:** That is because it is a different kind of machine.

**Hon. Mr. Timbrell:** But we'll include that. I'll get back to you with an answer on both parts.

**Mr. Sweeney:** Let me just try to understand the problem so I can respond more intelligently when I get these phone calls. The operation at the hospital itself is obviously technically different from the home units.

**Mr. Backley:** That's right.

**Mr. Sweeney:** And there can be no overlap in terms of technical qualifications of the people dealing with the two?

**Mr. Backley:** Yes, there could be, but so far as the machinery is concerned there will be two different kinds of machines. I can see that you would need to call on the technician from Hamilton because it would be a different kind of machine and different skills would be required.

As to the chemicals involved, perhaps they could be kept at the local hospital level. But I think the base point for maintenance of equipment would have to be in Hamilton because that is where the skill of peritoneal dialysis remains.

**Mr. Sweeney:** What is the other one called then?

**Mr. Backley:** Dialysis, haemodialysis, blood dialysis.

**Mr. Sweeney:** It would seem to me, and I am open to correction of course, that it must be reasonably expensive to have a technician coming up on a periodic basis, making that fairly expensive round trip, to fix a machine.

**Mr. Backley:** That is probably the way it is done in the whole area around Hamilton, down to the Niagara Peninsula, and so on.

**Mr. Sweeney:** And you can justify that kind of cost, even with those kinds of travelling distances?

**Mr. Backley:** Yes. The St. Catharines program, for example, is run out of Hamilton in the same way.

**Mr. Sweeney:** They were the two problems I wanted to raise as far as dialysis was concerned.

**Mr. Van Horne:** Another fact that has been brought to my attention is in the present accredited hospitals in Florida, there are quite a few that will treat only the acute cases, but not the chronic cases. The chronic person then has to find service in some other place. Whether or not that's been brought to your attention at this point in time I don't know.

I would submit to you that Professor Burley might be able to give you more information at the completion of the meeting today rather than to go into detail now.

**Hon. Mr. Timbrell:** For that individual, assuming we can get approval for this change, as long as he can find an approved facility, he would be covered.

**Mr. Van Horne:** I guess the distinction is between the chronic and the acute. The hospitals will look after the acute; to the chronic they say, "Sorry, we're too busy."

**Hon. Mr. Timbrell:** Unfortunately, we can't tell an American hospital who they should or shouldn't treat.

**Mr. Van Horne:** I'm not suggesting for a moment that we do that. This is what you're telling us, that you're looking to change the definition—

**Hon. Mr. Timbrell:** Yes, right.

**Mr. Van Horne:** —and perhaps broaden the number of places or bases from which they might get treatment.

**Hon. Mr. Timbrell:** Yes.

**Mr. Van Horne:** I'm just bringing to your attention that that distinction is often made.

**Hon. Mr. Timbrell:** That type of individual would benefit as much as or more than any in that as long as it's an approved facility, they now get covered.

**Mr. Sweeney:** On a related issue, Mr. Minister, there's a great deal of agitation at the present time for the removal of pituitary glands to get growth hormones. I understand the coroner is looking at it and a private member's bill is going to come out. Like myself and perhaps most of the members,

you're probably getting correspondence to support it.

Tied in with dialysis, I also understand there's a very grave shortage of kidneys for transplant purposes. Does the government, or does your ministry have any long-term plans to deal with this overall issue of organ transplant, changing the legislation or mandate or whatever it is? The pituitary gland, the kidneys, et cetera, are tips of the iceberg. I'm sure you're aware of it. You really can't discuss it intelligently unless you look at the issue in a much broader context.

**Hon. Mr. Timbrell:** We did amend the act in 1972. Since then, there's been an ongoing campaign to promote the voluntary donation of organs. If you look at your licence—

**Mr. Sweeney:** Like the driver's licence thing. I'm aware of that.

**Hon. Mr. Timbrell:** It's surprising the number who haven't looked. I raised it at a meeting earlier today.

**An hon. member:** Have you filled it in?

**Hon. Mr. Timbrell:** Yes. Have you filled it in?

**An hon. member:** No.

**Hon. Mr. Timbrell:** We have been promoting the voluntary donation of organs. In my own case, I've listed eyes, heart, lungs, kidneys, liver and pituitary gland. As each new licence comes out, I fill it in. In fact, I keep adding some from time to time. There's not going to be much of me left.

**Mr. Sweeney:** How representative of the population are you?

**Hon. Mr. Timbrell:** That's difficult to know, except that in 1977, for instance, in the case of pituitaries, we got 5,700, as opposed to 4,200 the year before. That's a significant increase partly due to the availability of these forms. Have you filled yours in, Mr. Chairman?

**Mr. Chairman:** No. Mine isn't up for renewal until next year, so I have the old form.

**Hon. Mr. Timbrell:** I can get you a new one.

**Mr. Van Horne:** He lost his licence.

**Hon. Mr. Timbrell:** You lost your licence?

**Mr. Chairman:** No, I didn't.

**Mr. Sweeney:** With the greatest respect, Mr. Minister, I would suggest you are not responding to the broader terms of my question.

**Mr. Chairman:** It's a vicious rumour.

**Hon. Mr. Timbrell:** I just like to check around rooms filled with very important



people like MPPs to see who has filled in the form.

**Mr. Van Horne:** I would suggest the minister is a piker because he listed only half a dozen. I said eyes and any organs. Being a true Liberal I can do that.

**Mr. Sweeney:** What I really want to know is, do you have any long-term plans to deal with this entire issue, other than the driver's licence idea? I'm familiar with that. What else, if anything, do you have in mind?  
[5:00]

**Hon. Mr. Timbrell:** The Solicitor General's ministry is preparing a paper on the pituitary question right now for cabinet consideration.

As far as the other organs are concerned, for the long term we will rely on the voluntary donations by people like yourself of their organs. I must admit that at no point have any of the people associated with the collection of kidneys indicated to me that there is a dire shortage. I know that from time to time there are problems, particularly with the matching. Some people can wait an awfully long time for a proper tissue match before a transplant can be performed.

I have a problem, let me just express it right now, with the bill which is before the House. As I understand the bill, it requires the mandatory removal in all autopsies no matter what the family views on the subject might be, including deeply-held religious views on the question of autopsies in the first place, let alone the removal of any organs.

**Mr. Sweeney:** That was part of the reason why I raised the question. I'm trying to find out what else is in the works that we can take under consideration when some of us have to participate in the debate on this. If that's the only possible alternative we may be compelled to take a position that we'd rather not take if we don't have anything else.

**Hon. Mr. Timbrell:** I would hope that the preparation and review of the paper in the Solicitor General's ministry could be completed fairly soon and that we could give you that kind of guidance.

**Mr. Sweeney:** That would only deal with the pituitary glands?

**Hon. Mr. Timbrell:** Yes.

**Mr. Sweeney:** Therefore, you really don't have in place any other mechanism or proposed mechanism for other organs other than the driver's licence?

**Hon. Mr. Timbrell:** No. We have, through the Ministries of Health, Solicitor General and T and C, distributed literally hundreds

of thousands of brochures throughout the province to educate the public. I believe the Solicitor General has also had some billboard ads at one point or another. I guess they were just talking about it at one time, towards educating the public about what the law provides and encouraging the public to fill in their forms on their driver's licences.

That appears to be reasonably successful. It's getting results, but there are no plans at this time to add anything akin to what is before the House now. The effect of that bill, as I understand it, is to say that no matter what your beliefs are, or those of the next of kin, it would make it mandatory. I have some problems with that.

**Mr. Sweeney:** Okay, I understand the bill. Part of the reason for raising the question, coming back to dialysis and the kidneys, was that when the unit was officially opened in the Kitchener-Waterloo Hospital one of the medical people there said that the only long-term solution to this particular problem was a sufficient bank of kidney organs, that the whole dialysis process had to be seen as the short-term solution.

**Hon. Mr. Timbrell:** Of course it is.

**Mr. Sweeney:** Then we come back again, if you believe that from a medical point of view, shouldn't you be moving on another front to broaden it? Why do you continue? People who have this problem are certainly most thankful that this alternative is available, it's just like getting insulin if you've got diabetes. But if there is another known and superior solution, wouldn't it make more sense to be moving more aggressively in that direction? You seem to be telling me you're not.

**Hon. Mr. Timbrell:** Clearly, when you get into the area of human remains you're into a very delicate area.

**Mr. Sweeney:** I appreciate that. There's no question about that.

**Hon. Mr. Timbrell:** I can only assume that it's only because of personal beliefs that you have not filled out that form of yours. I respect those beliefs, if that's the case. We have a problem with pituitary glands. The voluntary program has seen a marked improvement. It still falls short of the annual need, which is something in the order of 10,000. We were up to 5,700 last year. We're addressing that.

If you are suggesting that we should have a mandatory program like the bill before the House for other glands, I would hope not. I think that is fraught with all kinds of problems and runs smack up against a variety of individual and personal and religious be-



liefs. To deal with this I would have to say that we have got a variety of organizations, there's a group in the Toronto area called MORE, and I am not sure what that stands for.

**Mr. Backley:** Something organ retrieval.

**Hon. Mr. Timbrell:** It is headed up by a Dr. Robinette and is working through the hospitals to try to improve organ retrieval. The voluntary efforts have had a marked improvement. We don't have plans at this time to take it further than that.

**Mr. Sweeney:** We'll come back at it again sometime.

**Mr. Rowe:** On the same question, I think one of the main problems is that one is often dead and buried before one ever looks at your driver's licence. Can there not be some more practical operative scheme developed, because I think many people would be willing to have such a donation carried out? When you have to wait and see the driver's licence, as I say, it's quite often too late.

**Hon. Mr. Timbrell:** I think most people in doing this make members of the family aware that they are doing it and it is tantamount to part of a last will and testament. It's, in effect, your last wishes and most families ensure that's carried out.

**Mr. Rowe:** There would have to be a conscious effort in that direction.

**Hon. Mr. Timbrell:** This is one of the areas that this organization headed up by Dr. Robinette is exploring, how to do that. I am not sure how you would do that. In the case of the eye bank, I've sent a card that I filled out a long time ago to the eye bank so that is covered off, but that still begs the same question. It's on my driver's licence now, it is registered with the eye bank and my family is aware that I have done this.

I can only hope that these various mechanisms, between what I have told people who will be burying me and what I have already in my own hand put on my own driver's licence and what I have already told the eye bank, will ensure that it is followed. There may be other mechanisms; we haven't found them yet. We are prepared to follow any reasonable suggestions.

**Mr. Chairman:** The time has come for adjournment. We will reconvene tomorrow after routine proceedings. That is the latest word, that we were going to be given consent to sit tomorrow afternoon.

The committee adjourned at 5:08 p.m.

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# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health



**Second Session, 31st Parliament**

Monday, December 11, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, DECEMBER 11, 1978

The committee met at 3:42 p.m.

## ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Vice-Chairman:** I call the meeting to order. I see a quorum. Chairman Gaunt will be back some time later this afternoon so you will have to bear with me.

My understanding is the last time the estimates of the Ministry of Health were discussed, we had not moved on the first vote. Having said that and realizing there is a considerable gap between that time, the last discussion, and now, I would ask if the minister has any revised and abridged concise statement to kick off these last few hours—

**Mr. Breaugh:** If you do, I'll respond.

**Mr. Vice-Chairman:** —or would you like to turn it over to the critics?

**Hon. Mr. Timbrell:** Mr. Chairman, that's a very tempting offer. But quite frankly, I think there probably were a few outstanding matters from a month ago. If there are any, let the members raise them today and we'll scour our Hansard at the end of the estimates. We'll write to members about anything outstanding that's left. I don't think there is, unless any honourable member can tell me otherwise. The question is: is there any big issue that was left outstanding?

**Mr. Vice-Chairman:** Certainly the chair hasn't been apprised of anything outstanding from the last meeting. Mr. Breaugh?

**Mr. Breaugh:** I think you had one item we had agreed with last time. It was my intention to try to cover a number of items in the initial response and to leave the remaining two afternoons to other members who had particular items. We have some here now. If it's agreeable, I think we could proceed, in fact, to deal with the first main vote, 3101, today. Mr. Warner has some items and Mr. McClellan and Mr. Cooke. I'd be quite happy to allow these gentlemen to lead the foray on that and I imagine there are questions and—

**Hon. Mr. Timbrell:** One point just occurred to me. I think Mr. Breaugh had asked me—I'm not sure whether it was in estimates or in the House—but this was with regard to the women's counselling and educational centre.

**Mr. Breaugh:** Yes.

**Hon. Mr. Timbrell:** Just in case you missed it, I did approve a grant of—

**Mr. Breaugh:** Eighteen thousand?

**Hon. Mr. Timbrell:** Nineteen thousand two hundred dollars. This is a bridging grant for them to move into new quarters and re-organize their program.

**Mr. Breaugh:** May I commend you for that?

**Hon. Mr. Timbrell:** You may, thank you. As long as it's on the record.

**Mr. Breaugh:** Yes, I think it is.

**Mr. Vice-Chairman:** Mr. Blundy, did you have a point to make before we got into 3101?

**Mr. Blundy:** No, I was going to ask a question on 3101, Mr. Chairman:

**Mr. Vice-Chairman:** All right. If I understand correctly, then, you wanted Mr. Warner to lead off?

On vote 3101, ministry administration and health insurance program:

**Mr. Breaugh:** This is perhaps a little unusual. But I would suggest that we might expedite matters a little bit if we agreed that we would carry this vote by the end of the afternoon. Mr. Warner has some matters to raise under item 11. It strikes me it might be appropriate to do that, as long as we have an agreement that we'll deal with this vote this afternoon and go on to others tomorrow. Perhaps we might get into some others.

**Mr. Blundy:** All right, Mr. Chairman. I would like to ask the minister about information services under 3101.

**Mr. Vice-Chairman:** Is that item 5?

**Mr. Blundy:** Yes, item 5. There's a very obvious increase in information services over the estimates of last year and a startling increase over the actual of 1975-76.

**Mr. Vice-Chairman:** May I ask you to hold there, please, Mr. Blundy? Can we go through this one item, item 1?

Are there any comments on item 1? Mr. McClellan? If you don't mind, Mr. Blundy, we'll get back to you on item 5.

**Mr. Blundy:** Yes.

On item 1, main office:

**Mr. McClellan:** Mr. Chairman, this vote deals with the minister's office or the minis-



ter's operation. I want to go back to the question I raised a few minutes ago in the House; that is, with respect to the minister's own understanding of the issue of sterilization procedures which take place without consent on the patient's own behalf. I had asked in the House and the minister didn't respond to this. I want to ask him to respond now as to whether or not this practice is still continuing in Ontario's provincial hospitals. Or has the minister acted to curtail the practice?

**Mr. Vice-Chairman:** I recall the question and the response from the minister and it's—

**Mr. McClellan:** I think the minister can answer.

**Hon. Mr. Timbrell:** A matter came across my desk last week dealing with, as I recall, legal opinions on the issue. I asked for further information.

I'm advised that, under 16, it goes on with parental consent. I am also advised that it doesn't, over 16. That's the advice I have just had. But this is the kind of information I had asked for with the legal opinion last week.

**Mr. McClellan:** In other words, the procedures are still taking place on the basis of authorization for children—

**Hon. Mr. Timbrell:** With parental consent or that of next of kin.

**Mr. McClellan:** But not for adults?

**Hon. Mr. Timbrell:** Apparently not.

**Mr. McClellan:** What is the procedure then for adults? For persons over 16?

**Hon. Mr. Timbrell:** Perhaps Dr. Dyer, who is the ADM for the institutional area, could comment on that.

**Dr. Dyer:** As a matter of fact the act is silent on sterilization procedures for people over 16, but it is the same as any surgical procedure. An adult could consent to it; that consent would be required by the surgeon.

**Mr. Vice-Chairman:** A point of verification: Is 16 the age of consent?

**Dr. Dyer:** The age of consent, yes, for surgery.

**Mr. McClellan:** The official guardian, Lloyd Perry, has stated to me, and, I presume, to officials of the Ontario Association for the Mentally Retarded, that in his view, as official guardian, sterilization of a person incapable of giving legal consent on his own behalf is illegal. He includes that to mean children, as well as adults.

I say "I presume" he has spoken to the Ontario Association for the Mentally Retarded, because they refer to Mr. Perry's legal opinion in a letter that was sent to a Mr.

John Maynard, who is general manager, I think, of your division of institutional health services, earlier in the fall.

Let me ask you, has Mr. Perry communicated that legal opinion to the cabinet? Is that a matter that has been before cabinet for discussion?

**Hon. Mr. Timbrell:** No. What I have had, and they found it in the files over there, came last week. It is dated December 5. It just gave me some background. It is a memo from one of the lawyers saying that a lawyer in the Attorney General's ministry had raised the question with him. That's the first I have seen of the issue.

I wasn't in my office very much last week, what with various other meetings, so I probably didn't get it until Wednesday or Thursday. I think I said in the House that it was late in the week that I saw it.

**Mr. McClellan:** So the letter that was sent to Mr. Maynard by the Ontario Association for the Mentally Retarded never reached your desk, or at least wasn't brought to your attention?

**Hon. Mr. Timbrell:** No.

**Mr. McClellan:** Were you familiar with, or had any of your officials made you familiar with, the Zarfas study which was reported in the November 7 issue of the Medical Post?

**Hon. Mr. Timbrell:** I had not seen it. I would think this is why the official in the Attorney General's ministry sent a memo—or is one of the reasons. I had been speaking with one of their lawyers who works in our ministry but that study had not been drawn to my attention, nor that particular letter.

All I can say again is that this was brought to my attention last week with respect to the Public Hospitals Act and the Mental Incompetency Act, and so forth. And having read it, actions were begun to clarify the issue for me and to determine what needs to be done.

**Mr. McClellan:** I am not entirely happy with this. The official guardian, according to my understanding, has been attempting to curtail this practice in public hospitals whenever he is aware that these procedures are taking place. I find it incomprehensible, frankly, that you seem to know nothing about the issue at all.

**Hon. Mr. Timbrell:** I'm sorry. It hadn't been brought to my attention until last week. It having been drawn to my attention, work has begun. Now, I'm sure there have been discussions of various kinds at various levels. But, to my knowledge, it has not been to the

cabinet table. I'm not sure whether any of the other ministers had been appraised by any of their officials. But I have been appraised now and, as I say, the work has begun.

**Mr. McClellan:** Let me just finish off, John. I don't understand. You are apparently quite willing to allow this procedure to continue?

**Hon. Mr. Timbrell:** I want to clarify—

**Mr. McClellan:** I assume, from what you're saying—I'm just trying to understand this. From what you're saying I assume that the procedure is still taking place in 1978 in Ontario's hospitals. I want to ask you, as insistently as I can, to take whatever action is necessary to stop this procedure from taking place on children until such time as you are able to bring in legislation which guarantees the protection of their best interests.

**Hon. Mr. Timbrell:** Well, Mr. Chairman, before I can make that kind of a determination, I think I need to find out exactly what the law does provide. Having read this, there are a number of questions in my mind as to the frequency, the legality; if in fact—

**Mr. McClellan:** Well, the frequency is on a very alarming scale.

**Hon. Mr. Timbrell:** Well, I don't know that. There's apparently—

**Mr. McClellan:** Well, as Dr. Zarfes has indicated, of course, you know it.

**Hon. Mr. Timbrell:** I don't because I haven't seen it. You can't accuse me of knowing about something that I haven't seen. Now I don't know how long you've had it. Why didn't you send it to me at the time?

**Mr. McClellan:** I obtained the information about a week ago. It has taken me this long to try to come to an understanding of the material in the issue.

**Hon. Mr. Timbrell:** Well, you've had a week. I got this, as I say, last Thursday. I finally got it and sent it off to get some answers. I wasn't in my office on Friday, I was at various meetings in my riding and in the ministry offices. Today was the first time back in the office. I mean I haven't been sitting on it.

**Mr. McClellan:** All right, I will accept that. But I think that you have some problems concerning noticeably sensitive material, related to very serious matters, coming to your ministry and not being brought immediately to your attention. If I were you, I would be concerned about that.

**Hon. Mr. Timbrell:** Yes. As a rule, we have a system in our ministry called infoback. We try to encourage all staff at all levels, if they hear of a problem they think requires

attention, to feed that on up, no matter where they are in the system. Generally speaking, it works well. But, obviously, it didn't work well in this case.

**Mr. McClellan:** Well, let me not belabour the point. But, I think—

**Hon. Mr. Timbrell:** Let me say I think it's a very serious matter.

**Mr. McClellan:** You're right. It is.

**Hon. Mr. Timbrell:** And we're not going to waste any time in pulling all the information together and, arriving at some conclusion.

**Mr. McClellan:** I think there's an urgent need for you to complete this process this week, in terms of bringing a stop to these procedures; then, to proceed as quickly as you possibly can to bringing forward legislation. I think the only acceptable protection is the protection of a court; a court order.

**Hon. Mr. Timbrell:** See, I've just been handed a note and this is one of the things that leads to confusion. I'm told by my assistant that the Zarfes figures are apparently on the number of sterilizations in —1976?

**Mr. McClellan:** That's right.

**Hon. Mr. Timbrell:** This includes competent consenting adults and doesn't break it down. Now, maybe you can tell me, it doesn't break it down as between consenting adults and—

**Mr. McClellan:** Yes, it does break down.

**Hon. Mr. Timbrell:** It does break down?

**Mr. McClellan:** Let me give it to you, as I obtained it from Dr. Zarfes.

**Mr. Vice-Chairman:** Is this included in the report or did you get it as subsequent information, after having read the report?

**Mr. McClellan:** What I have—just so the minister will understand and the committee as well—is the report of Dr. Zarfes's study from the Medical Post dated November 7. I then phoned Dr. Zarfes in the hope of obtaining a full copy of the study. He has not been able to make it available to me as of this time. But I had a chance to talk to him about his findings in this study. What he found was that, in 1976, there were 686 sterilizations performed with substitute consent.

**Hon. Mr. Timbrell:** How many of those were children?

**Mr. McClellan:** Of those, 308 were performed on children.

[4:00]

**Hon. Mr. Timbrell:** This came from Zarfes, okay.



**Mr. McClellan:** This came from Zarfaz himself, directly from a conversation with him. I have no confusion about those figures.

**Hon. Mr. Timbrell:** Okay. Was it in the report itself, though, the Medical Post report?

**Mr. McClellan:** It's not in the Medical Post report. It's in the Zarfaz study.

**Hon. Mr. Timbrell:** These are the kinds of things that, now that we're seized of it—you see, the other thing—

**Mr. McClellan:** I would have thought that the instant your staff saw something like this in the Medical Post, it would have been brought to your attention; they would have talked to Dr. Zarfaz. He says they're illegal procedures, and I would have thought you would be on top of the issue; an issue of this magnitude and sensitivity.

**Hon. Mr. Timbrell:** I understand, that's fair enough. As I said, shortly after I went to the ministry, we set up this infoback system to try to avoid that kind of thing happening; to try to ensure that whatever the development, wherever in the province, that I was apprised of it. Obviously, it didn't work in this instance—

**Mr. McClellan:** I don't want to belabour the—

**Hon. Mr. Timbrell:** —perhaps because it's because mentally retarded—are these mainly mentally retarded patients?

**Mr. McClellan:** Yes.

**Hon. Mr. Timbrell:** Whether somebody down the line thought that mentally retarded are ComSoc's and they'd be looking after it, I don't know. At least one of our lawyers drew it to my attention last week and—

**Mr. McClellan:** That, frankly, is your problem for you to deal with. Our problem is the problem of the kids. We are not going to wait very long, I can tell you that. We are not going to wait very long for you to get caught up on this issue. I don't think we have to. I think you understand as well as I do the dangers of sterilization procedures taking place on children with only the consent of the next of kin and without an adequate procedure for full consideration.

I believe in a judicial context, of the best interest of the patient.

**Hon. Mr. Timbrell:** For the child, yes. As I understand it from this brief exposure to it, under the Public Hospitals Act, the next of kin, the parents, as it were, have the right to consent in the case of a child.

**Mr. McClellan:** You had better talk about this with Mr. Perry who argues from his position that—

**Hon. Mr. Timbrell:** That's the other thing I started to say before, that there are legal opinions on both extremes. One saying that no one but a court can presently do it and the other which points to things like regulation 729 of the Public Hospitals Act.

**Mr. McClellan:** When the official guardian is saying that these are illegal procedures, I think you had better pay attention to them, and pay attention quickly.

**Hon. Mr. Timbrell:** Mr. Chairman, I think I've already outlined the time sequence since this came to my attention. I don't think we could have got to work on it any faster.

**Mr. McClellan:** This is my final comment. We will wait on your action, but we will insist that there is action and I have indicated what I think two immediate courses of action must be. Firstly, a complete halt to these procedures and that halt to remain in place until legislation is introduced that provides an adequate legal and I believe judicial safeguard. There may be other ways of safeguarding the best interests. I think the courts—

**Hon. Mr. Timbrell:** Let me ask a question, and I can ask this kind of a question because I'm coming at it without having much of the information myself. Would that position be the same if—and this happens—there was a carcinoma of the testes in a 13- or 14-year-old? It's happened. Would you say that that should be stopped?

**Mr. McClellan:** No, I think that the position is based on the fact that this not a therapeutic intervention in aid of the treatment of a disease.

**Mr. Vice-Chairman:** We're straying, gentlemen.

**Mr. McClellan:** I think that that is the difficulty with the kind of consent that is being obtained. This is not the treatment of a disease.

**Hon. Mr. Timbrell:** I understand your position.

**Mr. McClellan:** It is fundamentally different from the issue of—

**Mr. Vice-Chairman:** We are straying from the issue and I would like to get back to it.

**Mr. McClellan:** —enforcing treatment when the patient's life is at risk.

**Mr. Sweeney:** Mr. Chairman: through you to the Minister. Mr. Minister, I assume that the Clarke Institute of Psychiatry comes under your jurisdiction?

**Hon. Mr. Timbrell:** Yes.

**Mr. Sweeney:** Either in late September or early October, the Zarfaz report was clearly identified in the monthly release of



that institute. Are you not kept up to date as to what they say?

**Hon. Mr. Timbrell:** Yes, they come to the ministry. But, Mr. Sweeney, if you could look at the volume of paper that comes through my office you'd understand that I do have to rely on people in the branches to be perceptive enough to pick out significant issues. Lots of times, I beat them, but it's impossible for me to read every word of everything that comes through that office. I don't see it all. I see all the mail which averages about 1,500 or 2,000 items a month. But there's no way that I can read everything.

**Mr. Sweeney:** So it's possible, then, that this issue could have come to the attention of your officials and they did not bring it to your attention?

**Hon. Mr. Timbrell:** It's possible.

**Mr. Sweeney:** An issue as key as that one? As inflammatory as that one?

**Hon. Mr. Timbrell:** I can only surmise; there are any number of possibilities. One: somebody thought that the matter was under control and was being dealt with; or was being dealt with by a particular ministry—the Attorney General, to whom the official guardian reports, whatever. But that's no excuse.

The fact of the matter is that it has been drawn to my attention by my own staff, first by the legal branch, and today in the House. We're not going to waste any time in pulling the information together and arrive at some conclusions.

**Mr. Sweeney:** What is the relationship between your ministry and ComSoc with respect to issues like this, where there is apparently a possible or potential overlap; one being responsible for the mentally retarded per se and you being responsible for surgical procedures which may be performed on the mentally retarded?

**Hon. Mr. Timbrell:** Well, as the deputy points out, there's a constant interplay between the official guardian and the Attorney General with respect to the registration which governs the activities of the official guardian.

**Mr. Sweeney:** If this issue was brought to the attention of the Ministry of Community and Social Services, would there not be some immediate communication between the top officials of the two?

**Hon. Mr. Timbrell:** If it was drawn to the attention of the top officials of the two, yes, it would be. The minister and I are on the phone to one another all the time on matters

of mutual interest. So are the deputies. The deputy again points out that it's quite likely or possible that Mr. Maynard talked to his office in that ministry. I'm not going to try to play detective right now, without talking to some people, as to where it got off the track.

Right now, frankly, where it got off the track is a secondary issue. It's an issue, but the primary issue is what we will do about this report. I haven't seen the report yet. I will as soon as we get a copy of it and then I'll discuss it with some of my colleagues to determine exactly what legal position we're in.

I have long since learned, since coming to this ministry, that very few are black and white. The one example I just brought to Mr. McClellan's attention is, perhaps, an infrequent one but still the kind of thing one has to consider. When you draw the line altogether, then you have to take into account those kinds of things which are bound to happen. A diseased part of the reproductive system of a young child—

**Mr. Warner:** Report back by Thursday?

**Hon. Mr. Timbrell:** I'll report back as soon as I can.

**Mr. Vice-Chairman:** The response to questions asked here, however, would not supersede the response to the question that was asked in the House. Your reply will be available before we break on—

**Hon. Mr. Timbrell:** I will try. I'll have something in the House—whatever I've been able to come up with.

**Mr. Vice-Chairman:** I think all members understood that in the House today. Mr. Breaugh?

**Mr. Breaugh:** I quite understand that you may want to do a little housecleaning in the administrative procedures within the ministry; and I give you all kinds of time to do that. It doesn't strike me, though, that you're going to be able to prepare and pass legislation by Friday of this week. So, it strikes me that the only course of action left to you is to provide some form of a directive to your hospitals that will stop the procedure now and allow you the latitude to investigate the legal niceties of it all; to talk to the official guardian; to investigate the report thoroughly; and to draft new legislation which you might present in the spring of this year. Could we have from you an assurance that you will provide a directive of some sort? Given that you want to be careful about the wording of that and provide for exclusions in certain cases, can we have your

assurance that you will provide us with that directive by Friday of this week?

**Hon. Mr. Timbrell:** I will give you an answer to that by Friday of this week. I think I pointed this out earlier. It is not a question of changing legislation, it is a question of changing regulation, which is a lot simpler.

**Mr. Vice-Chairman:** You are suggesting a directive as an interim measure. Is that not correct?

**Mr. Breaugh:** I am suggesting that, while you put this thing through your own ministerial mill and come out with the perfect solution, could you at least provide us with assurance that the operations will cease until you have completed that? I am really looking at the practical problems. By Friday of this week, the House will most likely adjourn. I am told that it will likely not be reconvened until some time in March. That provides a four-month period when something we all recognize as being improper—not in a wildly legal sense perhaps but certainly in an ethical sense—can still occur. That strikes me as being ludicrous.

It seems that the minister has agreed that it is not exactly a proper procedure to be followed. The legality has certainly been called into question. It perhaps requires some further study on the part of the ministry. But a simple cease and desist directive is something that could be prepared with a couple of days' notice. It could be presented to the House. It then allows us the opportunity to determine whether you alter the process by regulation or by legislation. It seems to me that that's quite a reasonable process.

**Hon. Mr. Timbrell:** As was pointed out to me, you are getting into the area of parental consent. I know all of the philosophical arguments about this area. I will give you an answer here tomorrow. Okay?

**Mr. Vice-Chairman:** But, beyond that, we are assured that there will be something in the House before Friday?

**Hon. Mr. Timbrell:** Yes.

**Mr. Vice-Chairman:** Thank you very much. Are there any other comments on item 1?

**Mr. Sweeney:** Before we leave, just one final comment. When you are looking at this parental consent business, would you also recall that there have been a number of situations where the children's aid society has requested the courts to give temporary guardianship because of something that a parent was going to do—something that society in general is against?

**Hon. Mr. Timbrell:** We will try to pull together whatever information we can.

**Mr. Sweeney:** Just don't come back to us and say, "Because it is parental consent, there is nothing that we can do about it." That's the only point that I am trying to make.

**Hon. Mr. Timbrell:** I said I would give an answer tomorrow. Whether I can get statistics like that quickly enough, I don't know. But I will consider it overnight.

**Mr. Vice-Chairman:** Shall item 1 carry?

Item 1 agreed to.

Items 2 and 3 agreed to.

On item 4, personnel services:

**Mr. Breaugh:** The usual question on item 4—not that I want to withhold anything here about affirmative action programs. What are you doing in that regard?

**Mr. Backley:** We've got one of the best in the country.

**Mr. Breaugh:** I'm offering you a chance to brag. Go ahead and do it.

**Hon. Mr. Timbrell:** I'll let the deputy brag. Miss Pie, who is our co-ordinator, reports directly to the deputy, so I will let him comment.

**Mr. Backley:** We have, I think, a very effective program. I went around the various regional offices of the ministry last year talking to both our managers and the affirmative action reps on that score. We have some 80 affirmative action representatives.

Over the last two years, we have had a management-by-results program for each individual branch, or part of a branch of the ministry. This sets out their targets and provides educational courses for women; provides opportunities for bridging between gaps; and provides them with better-than-equal opportunity for promotion.

We are establishing a monitoring system for competitions to ensure that women get at least equal play as candidates. In the criteria for selection, there is no sex bias at all. We have produced a film which is being sent out to all our managers, on a regional basis, showing how to avoid sex bias in selection and to try to avoid the usual sort of sex role stereotyping that tends to occur.

[4:15]

As part of the ministry's normal operational planning process each manager within the ministry undertakes to plan what he is going to do in the succeeding 12 months. This year each manager has to include in detail what his affirmative action activities are going to be.



**Mr. Breagh:** Could I just ask you as an off-the-cuff sampling, how many of the minister's expert advisers here today to deal with these estimates are female?

**Mr. Backley:** One. We would normally have had two but she is on vacation.

**Mr. Breagh:** Out of how many people in this room?

**Mr. Backley:** Counting the one who is gone?

**Mr. Breagh:** I didn't ask for an exodus.

**Mr. Backley:** One out of nine.

**Mr. Vice-Chairman:** Mr. Breagh is a "what you see is what you get" person.

**Mr. Breagh:** A little better than 10 per cent. That doesn't strike me as exactly being a high success rate.

**Mr. Backley:** I think it is purely fortuitous who we happen to have here today. The group here tomorrow could have a much higher number of women among them. It is just the different parts of the ministry—

**Mr. Warner:** We will keep a running tally.

**Mr. Breagh:** Today's score is nine to one.

**Mr. Backley:** We will make sure that we have more here tomorrow.

**Mr. Vice-Chairman:** Are we going to ask that they all sit on one side of the room?

**Mr. Breagh:** I imagine tomorrow we will have to fight our way through the mob.

**Mr. Vice-Chairman:** Are there any other questions on item 4?

**Mr. Sweeney:** Do you have any affirmative action program for employment of the handicapped within your ministry?

**Mr. Backley:** No we haven't, not specifically as such. But we do employ physically and mentally handicapped individuals within the ministry.

**Mr. Sweeney:** I understand when Miss Stephenson was Minister of Labour she had embarked upon such a program within her ministry and was encouraging other ministries to do likewise. As a matter of fact the survey indicated that a very, very high percentage of government jobs could be performed by people with various levels of handicap.

**Mr. Backley:** At various levels within the ministry we do have a number who are handicapped, but we have never as a particular program felt, I suppose, that deficiencies were such that an affirmative action program was necessary. Of late we have tended to concentrate on the government's affirmative action program for women. We do have a fair number of physically and

mentally handicapped people within the ministry employed at all sorts of levels from out in our regional offices right through to the head office.

**Mr. Sweeney:** Do you have any direction to your people doing the employing that all things being equal if the handicapped person could do the job he should be given preference?

**Hon. Mr. Timbrell:** That is part of the government's overall hiring policy, yes.

**Mr. Breagh:** You are saying your ministry participates in that overall hiring policy?

**Hon. Mr. Timbrell:** As a matter of fact we are now losing one of our people who is paraplegic who has been with the ministry for—20 years?

**Mr. Backley:** At least 10 years in his current post.

**Hon. Mr. Timbrell:** He was with the hospital services commission before that. He is going to become the co-ordinator of rehabilitation with Mrs. Birch's office. He is taking on a very senior lead role in the question of the handicapped and rehab services. He is himself a paraplegic and has been with us for a great many years.

**Mr. Sweeney:** Is that particular policy general public knowledge?

**Hon. Mr. Timbrell:** I believe so. I am familiar with this because when I was in charge of the youth secretariat as a minister without portfolio I put together an advisory committee on the handicapped, made up of handicapped people. One of the studies they produced had to do with access to public buildings which went to the then Minister of Government Services and has resulted in a number of physical changes around Queen's Park, which is evident to all who see the changes in washrooms, ramps to the various buildings in the Queen's Park complex, and so forth.

**Mr. Vice-Chairman:** Mr. Blundy, you wanted to ask a question on item 5.

**Hon. Mr. Timbrell:** I just want to go back to item 4. The deputy reminded me of something that's worth noting.

We had a proposal from about 30 different agencies dealing with the questions of the handicapped. This goes back about six months. A proposal came in suggesting a province-wide, definitive study of the number of handicapped, the types of handicaps and where these people are. This was their initiative, coming to us. They recognize that there are information gaps and a significant lack of information about the handicapped.



Last Friday, we just announced the grant to them of roughly a quarter of a million dollars, to carry out that study. That's a co-operative effort of these agencies which, I think, is a significant step forward.

Quite often, one of the problems in the research field is that a number of groups go off in different directions. For the first time, we have all these agencies working together on a common goal: to define the number, the types and the whereabouts of the handicapped in the province. It's going to assist them in their efforts as private-sector agencies, but it's also going to assist this government.

Item 4 agreed to.

On item 5, information services:

**Mr. Blundy:** Mr. Chairman, I would like to ask about the information services. Just what is covered by that? It seems to me that all the ministries are pumping out information, pamphlets and papers on every subject under the sun. Some of them are of very doubtful use and benefit, in my opinion. We are looking at \$3,345,000 for this service. At the same time, we see that funds for actual services can't be increased—in some cases are even reduced—hospital accommodation is scarcely at the level required, and so forth.

Is it really necessary to spend \$3,345,000 in this area? What is it for? What services are provided? What information is given and to whom? In the light of all the other restraints within the ministry, how do you justify it?

**Hon. Mr. Timbrell:** Do you want me to take it through item by item?

**Mr. Blundy:** No. Tell me, in a nutshell, what it's all about.

**Hon. Mr. Timbrell:** The most significant increases have been: for the alcohol education program, \$500,000, which I think you would agree is a good use of public funds; an increase for the sexually-transmitted diseases information program, \$334,000; health information services, \$100,000. There are various other programs which weren't ongoing in 1977-78—for instance, the new dental education program for the health units, the schools and the dental facilities. That's another \$330,000. That's where the bulk of the increase has been.

In the fiscal year 1977-78, which was my first full fiscal year as minister, I pretty well put a halt to most advertising programs so that we could re-examine everything we were doing. In the current fiscal year the results of that re-examination are showing in these kinds of programs, which I think are of benefit. I would hope you would agree. They are mainly in health education. We have been

systematically going through all of the pamphlets—I don't know if we're all the way through yet—and updating. I guess we've dropped a few and added a few new ones, in French as well. I'm trying to remember the number. We ship out a phenomenal number of pamphlets. You've probably seen these health information stands on pharmacist's counters and in doctors' offices. There are seven million pamphlets.

**Mr. Warner:** Is there one on premium assistance?

**Hon. Mr. Timbrell:** That goes out as well. I don't recall the numbers.

**Mr. Warner:** Obviously no one picks it up.

**Hon. Mr. Timbrell:** No, I was in the OHIP office on Yonge Street this morning, as a matter of fact, and there it was along with a lot of other things front and centre at the information desk.

**Mr. Breaugh:** How about in the community health clinics? Why are they having difficulty getting simple things like application forms for temporary assistance?

**Hon. Mr. Timbrell:** Offhand, I don't know.

**Mr. Vice-Chairman:** Mr. Blundy, are you satisfied with the answer to your question?

**Mr. Blundy:** I didn't really know what it covered, but some of those things are quite justified, I guess.

**Hon. Mr. Timbrell:** There are a lot of small things like the effect of 1977-78 salary awards, merit increases. We had to add one person for alcohol education, a contract position. We had fewer vacancies than in 1977-78, and that is not unusual these days. People are staying in their jobs rather than moving on.

Those are the biggest.

**Mr. Vice-Chairman:** Perhaps others wanted to question, Mr. Minister. Mr. Warner was first then Mr. Breaugh, Mr. Sweeney and Mr. Newman, in that order.

**Mr. Warner:** I gather from the minister's response that under this section comes whatever advertising is done for the premium assistance program.

**Hon. Mr. Timbrell:** All the brochures.

**Mr. Warner:** Including that particular one—the partial and the full premium assistance.

**Hon. Mr. Timbrell:** Yes.

**Mr. Warner:** And you have an updated brochure, and you are attempting to get it out around the province?

**Hon. Mr. Timbrell:** Not with me.

**Mr. Warner:** And this is supposed to overcome the colossal failure which we discovered earlier? Can you update the figures? Do we

have more than 568 people now registered out of the 161,000 who are eligible?

**Hon. Mr. Timbrell:** I'll get you the figures.

**Mr. Warner:** I gather you have done it by way of pamphlet. I have never seen one. The program has been in place for approximately nine years I take it—premium assistance? What I would like to know is has this always been the way you've advertised your programs, in some sort of little pamphlet? Is that what accounts for the failure? Or is there some other reason?

**Mr. Breaugh:** Can't get the pamphlet.

**Hon. Mr. Timbrell:** It has generally been through pamphlets which have been available at—

**Mr. Rose:** These are the figures; there are still only 586 on partial assistance.

**Hon. Mr. Timbrell:** This is June. There is nothing more recent than that?

**Mr. Warner:** Give us the June figures.

**Hon. Mr. Timbrell:** I think they are basically the same as what you had in the select committee.

**Mr. McClellan:** Not all of us were on the select committee.

**Hon. Mr. Timbrell:** Sixty-five and over, 740,113. Other than 65 and over, partially assisted, 586. Fully assisted, 162,250. Temporarily assisted, 29,185. Municipal welfare, 77,877. Provincial welfare, 161,679. DVA, 18,541. For a total of 450,118. Which when added to the 65 and over is 1,190,231, out of a total of 3,783,132 certificates.

**Mr. Warner:** We wrestled with it as you know, in the OHIP committee. We never did get an adequate explanation for the failure—and a failure of such proportion that it is scarcely believable. But the figures checked out.

If this is the only program you have to advertise premium assistance, doesn't it say to you that the program isn't working and you had better try something else? If you can do it through your budget in information maybe you had better try, whether it is radio, or ads, or whatever. But the program isn't working, and it has been in place for nine years. Maybe you have some sort of explanation for the failure. I would appreciate hearing it. And I would like to know how you are going to correct the situation.

**Hon. Mr. Timbrell:** The information is available pretty widely. First of all, through physicians' offices, and through the OHIP offices. Virtually every social worker associated with a municipal welfare department or provincial family benefits office is aware

of it. I am not aware that there has ever been any problem, for instance, if a member wanted some of the brochures to put in a constituency office; those have been available. There are a number of locations to which we regularly send them, but they are available on request elsewhere.

It is interesting, and I guess we don't have the more up-to-date figures here, but even with the publicity that this matter got over the course of the summer in the proceedings of the select committee it didn't change things appreciably. As you recall, that got extensive publicity. One would have thought that if there were more people to be covered who weren't aware of it, that would have made them aware of it.

[4:30]

**Mr. Breaugh:** Could I just interrupt? You just read to us the latest figures you've got from June. Do you have more figures?

**Hon. Mr. Timbrell:** Not here. That's what I said. We don't have more recent ones here.

**Mr. Breaugh:** You'd like to think you did.

**Hon. Mr. Timbrell:** No. Maybe Mr. Rose—

**Mr. Breaugh:** Quote us the numbers that say things are better.

**Hon. Mr. Timbrell:** Have you got any more recent numbers with you, Mr. Rose?

**Mr. Rose:** There's not been that much change in partial assistance. It doesn't change that much.

A lot of these people are with groups. To go on partial assistance you have to go off your group. If the group is paying a portion of your premium, very often it will be much more beneficial for the individual to stay with the group. The bulk of subscribers and subscriptions are with groups. There are only roughly 500,000 to 600,000 pay-direct subscribers. The rest of them are either exempt or are with a group.

While the provision is there, particularly with pay-direct people, it's very easy to pick them up for partial assistance, because in their mailings when they're notified they get the stuff on partial assistance. But I think the significant thing is that a third of the groups of people in this province are receiving either free OHIP or have some form of premium assistance.

**Mr. Warner:** I would think it's also worth noting that people have to know what the eligibility rules are. I don't think even with the publicity that was given to the committee's work that information was common knowledge. Even as late as last week I had a constituent come to me asking whether or not she was eligible. She brought in her in-



come tax form. She had a taxable income of \$600. I said, "I would imagine you are eligible." She had no idea whether she was eligible or not.

**Mr. Breaugh:** Or where to get the forms.

**Mr. Warner:** Or where to get the forms. She came to me for assistance.

**Hon. Mr. Timbrell:** This is one of the reasons we've got all the regional offices, so that OHIP information is more accessible. And it's in the phone book.

**Mr. Warner:** After nine years, and you find that you have such a low take-up rate, that surely says to you you've got a problem. All I want to know is how you're going to fix the problem. What are you going to do to ensure it works?

The most obvious answer was given to you in the summer: if you haven't got premiums you don't have to worry about the take-up. But since you're not prepared to be that progressive, perhaps you could tell us what you're going to do to correct the problem. That's all I want to know.

**Hon. Mr. Timbrell:** We would be continuing to disperse this information as widely as possible. As I mentioned, the purpose of the district offices is to put OHIP closer to where the people are, as opposed to the way it used to be, where you had one office here in Toronto. The numbers of the district offices are listed in the book.

The ADM has mentioned one factor. I think it's probably impossible to really quantify that. But one hears about the people who are covered by group enrolment, who simply figure it's to their advantage to stay in the group, not to go on a separate certificate.

You do hear from people, too. I can recall being on an open-line radio show in London in August or September, and this had been front and centre news. A lady phoned in and I think identified herself as being somewhere in her 50s and said what her income was. She said, "Frankly, I'm not about to apply for it. I just don't think I want to." It was basically on principle that she wouldn't ask for assistance. How much of that goes on, it's difficult to say.

**Mr. Warner:** The Treasurer tried that one on us in committee. It doesn't wash.

**Hon. Mr. Timbrell:** I am telling you an instance of a lady phoning me—

**Mr. Warner:** Rampant rejection of help is not evident in the province.

**Hon. Mr. Timbrell:** I don't classify it as rejection of help, I classify it as a question of principle with some people; they won't do it.

**Mr. Warner:** Well, they're individuals. But that doesn't account for a couple of hundred thousand people—I was quoting the figures we were given. I'm not going to beat it any further. I'm just saying that that nine years have elapsed. The program, judging from the figures we've received, obviously isn't working. But, apparently, the government has no bright ideas as to how to correct that. So, we will continue with the same old pattern. Perhaps it's another signal to the government that some day they are going to have to adjust their thinking about premiums and catch up with the other provinces in Canada. That's the question.

**Mr. Breaugh:** Could I just pursue this one a bit? I don't understand why your information services department doesn't make readily available the application forms for temporary assistance. I have two complaints from health service organizations, one in Ottawa and one here in Toronto. They had great difficulty in getting the application forms themselves. I won't identify them, for obvious reasons. But why would that be? Why would you be reluctant to release application forms?

**Hon. Mr. Timbrell:** I can't imagine that we would be.

**Mr. Breaugh:** This strikes me particularly. When you have a delivery service, when you are obviously dealing with a clientele who would be readily qualified, or a large number of them, anyway, why would you withhold simple things like the application form?

**Hon. Mr. Timbrell:** I can't imagine why.

**Mr. Warner:** Riverdale clinic has had problems.

**Mr. Breaugh:** Well, maybe you could look into that.

**Hon. Mr. Timbrell:** Sure.

**Mr. Breaugh:** See if you could rectify that situation.

**Hon. Mr. Timbrell:** Because they're a good vehicle by which to convey information.

**Mr. Breaugh:** Yes, it seems to me a silly thing.

**Hon. Mr. Timbrell:** Especially some of the larger ones that have thousands of people on their rosters.

**Mr. Breaugh:** Could I ask one other question on this? It comes from the report of the coroner's jury on the Douglas Phillips case. It brings to mind something that the information services department might well take in hand.

The status of Sunnybrook Hospital is often called into question. It's widely perceived to be still a veterans' hospital and it is not.



Now the coroner's jury, in this instance, recognized that problem. Mr. Phillips felt at the time that he should be admitted to Sunnybrook because he was a vet, a feeling that is shared by a large number of veterans. I know that this is not true because I attempted to get some veterans into Sunnybrook and the allocation system there has been explained to me.

At any rate, the coroner's jury has recommended that, for all practical purposes, Sunnybrook Hospital gives no priority to veterans. That, in my understanding, is the truth. Is your information services program now going to try to inform veterans, in particular, and the public at large, that Sunnybrook offers no real priority to veterans—that they should not expect that kind of service there?

**Hon. Mr. Timbrell:** They do have a service there. That's for elective work. As far as the chronic unit is concerned, comprising 400 beds in K wing and 170 in the ancillary G wing, only veterans can be admitted to these units. Now, where the confusion comes is on the question of elective admissions. That has really been a problem since the university and DVA wrote their agreement in 1966. It has caused an ongoing problem. Now I guess you're suggesting that we have an information program with the Royal Canadian Legion.

**Mr. Breaugh:** Well, you see, I have veterans coming into my office—

**Hon. Mr. Timbrell:** So do I.

**Mr. Breaugh:** —saying, "Why the hell can't I get into Sunnybrook? Isn't it a veterans' hospital? Don't we at least deserve priority to receive treatment at our own hospital?" I have to explain to them, as best I can, that this is true in certain instances but not true in others. It is particularly aggravating when people are told that the kind of treatment they need—and I'm not sure this is true, either—is only available at Sunnybrook and they can't get in there. It's not widely understood, I'll tell you.

**Hon. Mr. Timbrell:** No, I'll tell you—

**Mr. Breaugh:** They don't have any priority in there.

**Hon. Mr. Timbrell:** —I'm familiar with this, of course, because it's in my riding.

**Mr. Breaugh:** Yes.

**Hon. Mr. Timbrell:** I've been dealing with it now for over seven years. The fact of the matter is that the chronic and the domiciliary are exclusive for veterans. Sometimes, perhaps the chronic and the domiciliary are full up for the moment and they have a slight wait-

ing list. The other parts of the hospital, or the active treatment part, are not set up for the chronic and domiciliary patient. They have to explain, "Yes, you have priority. In fact, you're the only ones who can get into a chronic bed or a domiciliary bed. But there is a waiting list and it might take a week or more to get a bed."

**Mr. Breaugh:** A lot longer than that.

**Hon. Mr. Timbrell:** Sometimes, sometimes. But they not only have priority, they have exclusive right.

**Mr. Breaugh:** But I take it, though, that you wouldn't disagree with this coroner's jury report. It says that for all practical purposes Sunnybrook Hospital gives no priority to veterans.

**Hon. Mr. Timbrell:** Well, not entirely, no. Because it breaks into the three areas, see: the active treatment; the chronic; and the domiciliary, which is down in the valley. I don't know if you were ever down there.

On the latter two, they not only have priority, they have exclusive rights to those beds. On the active treatment they do not, as far as elective admissions are concerned. I agree that has been an ongoing problem right from the start, when the Department of Veterans Affairs and the University of Toronto signed an agreement back in 1966 to make that distinction.

**Mr. Backley:** The exception being pensionable disabilities.

**Mr. Breaugh:** But wouldn't it be sensible, though, to attempt to have veterans well informed? The problem that I have is basically this: Most veterans require some form of elective care and they are not going to get any priority at Sunnybrook; so they should start looking elsewhere for medical services. Wouldn't it be better to have them well aware of that fact to start with, as opposed to waiting until they do have some difficulty, anticipating that there is always Sunnybrook to go to and that they will have some priority to get in?

**Hon. Mr. Timbrell:** Having dealt with a number of the branches of the legion and people in my own constituency who are active in either the legion, the RCAF Association, the Navy League, or whatever, I think the distinction is pretty well understood at that level. I think, very simply, we have to rely on them to make sure that information filters through the ranks, as it were.

If a person shows up at emergency, regardless of whether he is a vet or one of us, and he is in need of the services there, he is going to get admission. If he shows up and

is assessed as not requiring admission, as happens sometimes, he will be sent home. Or if it is determined that he needs other facilities than what are there, he may be shipped to another hospital or facility in the area. As I said, it is an ongoing problem.

My understanding is that, even back when it was a veterans' hospital, people would come there who would need services other than what were in the hospital and they would be transferred to other hospitals. They didn't have everything within those four walls—no hospital does.

**Mr. Breaugh:** I guess the problem with veterans is that their injuries or the diseases they might have now have been ongoing for a long period of time and they are accustomed to the notion that when a vet needs hospital care, he or she goes to Sunnybrook. Their expectation of being admitted there and getting preferential treatment is real, and the disappointment when they can't get in is rather severe. For example, in the branch I belong to, I dare say that 95 to 99 per cent of the members still think Sunnybrook is solely a veterans' hospital and, if a veteran requires treatment, that is where he or she goes.

Perhaps it would be a sensible thing for your information services people to attempt to explain to all veterans in the province, probably best through the local legion branch, that there are other places to go and that you shouldn't count on Sunnybrook being available to you, because it is only available in certain circumstances and not in others.

I can perhaps understand your reluctance to do that, but it would be better in the long run if they understood that clearly.

**Hon. Mr. Timbrell:** I will take your suggestion under advisement.

My experience has been that most of the cases I have had calls about in the last seven and a half years have been chronic-care cases—veterans who require long-term care. There, it has been a case of a waiting list, because the chronic or the domiciliary units have been full up and—I'm repeating myself, but one never knows whether this is going to be taken out of Hansard—they have exclusive right to those facilities.

[4:45]

If a veteran has a pensionable disability, he does get a priority on the elective admissions. But if a veteran develops a hernia unrelated to any war injury that is part of a pensionable disability, then it's treated as a normal elective admission and he goes on the elective list with the others. But if it's something related to an injury for which they

are receiving pension, then they do get priority.

**Mr. Breaugh:** I just think it would be useful to air that.

**Hon. Mr. Timbrell:** All right. I'll take your suggestion in the spirit it was intended and discuss it with some of the people I know in the legion movement and see what they would suggest.

**Mr. Vice-Chairman:** Mr. Sweeney?

**Mr. Sweeney:** Mr. Minister, I understand that one of the procedures you use for information services is that you put up bulletins in various public places, including factories, which indicate that if you want information on certain issues you simply write to the ministry and we'll send you what you ask for. Is that correct? Does that come under your ministry?

**Hon. Mr. Timbrell:** Yes, it could be. Do you know which bulletin it is?

**Mr. Sweeney:** The one I'm referring specifically to is one that I raised when we were debating my bill recently. That is, if a man wants information on birth control, he can write to the ministry and they will send him information on that line.

**Hon. Mr. Timbrell:** I seem to recall—wasn't that the brochure—

**Mr. Sweeney:** It comes in an envelope from your ministry.

**Hon. Mr. Timbrell:** Wasn't that the brochure we changed?

**Mr. Sweeney:** Let me finish the point; then maybe you can answer more effectively.

A constituent of mine who sent for that information received a bulletin distributed by your ministry. It's a bulletin that is printed and published in the United States, which is one surprising thing, but which advocates abortion as a method of birth control. I have two questions; I did raise them once before and, quite frankly, I had thought I would get an answer before this.

First, why would you—I don't have it with me but I can have it tomorrow if necessary.

**Hon. Mr. Timbrell:** I'm advised that it is one that came from Planned Parenthood Ontario via the federal government. We ceased distribution of it in April or May of this year; so it is one that has been withdrawn.

**Mr. Sweeney:** So you no longer use that?

**Hon. Mr. Timbrell:** I recall that a year and a half ago we were getting a lot of mail about a series of pamphlets. I'm not sure if that is from the same series, because there was something in there about health and a lot of people don't distinguish between provincial



and federal, but there was a series of pamphlets being distributed by the Department of National Health and Welfare through the schools, as I recall, which dealt with the abortion question in a manner other than we would deal with it.

**Mr. Sweeney:** The reason I raised it is that it's clearly stated in the poster that the information is not about abortion, but about birth control. I raised it because it is my understanding that your ministry does not advocate abortion as a form of birth control.

**Hon. Mr. Timbrell:** That's right.

**Mr. Sweeney:** Therefore, I was quite surprised. That's why I raised it then and why I raised it again as to why you would distribute such information.

**Hon. Mr. Timbrell:** I'm not sure how it got into distribution but it has been withdrawn, because we do not advocate abortion as a means of birth control.

**Mr. Sweeney:** Could I be assured that there is no other information like that going out publicly which would appear to advocate such procedures?

**Hon. Mr. Timbrell:** We're working on a new series of material on family planning, as a matter of fact, which I have shown to a number of my friends; for instance, a friend of mine who is a separate school trustee, people who are in the administration of separate schools and clerical friends of mine of various faiths. In those brochures we are very careful to point out that abortion is not a means of birth control and should not be considered as such.

**Mr. Sweeney:** Just one last question: Does your ministry make a practice of using material such as that from other jurisdictions?

**Hon. Mr. Timbrell:** No. We would prefer to have our own, and we are developing our own. We have had a number of other pieces of information in the field which have been our own and which haven't advocated that. I am not entirely sure how it ever got into distribution in the first place; but when it was drawn to our attention that one section—and I would have to have it here, but I seem to recall there was something that came before or after that section you are referring to, which you could say qualified it. Anyway, it left some doubt as to whether it was advocating abortion as a means of birth control, and it was withdrawn from circulation by us.

That doesn't stop the federal government, which has a number of things—

**Mr. Sweeney:** It was clearly a provincial distribution; that's why I raised the issue.

**Hon. Mr. Timbrell:** It was withdrawn.

**Mr. Sweeney:** Along the same lines, with respect to information, I have a copy of the November 1978 issue of the Journal of the Council on Drug Abuse. This sentence is in the lead paragraph: "The overall drug scene in Ontario is getting worse. While there are ups and downs, the general trend is clearly upward."

I understand that the addiction research centres are pulling back on some of the work they have done. To what extent is your ministry's publicity addressing itself more to this situation? Marijuana continues to be the most abused. What is being done in your ministry from a publicity and information point of view that is addressing this situation?

**Hon. Mr. Timbrell:** For instance, we have new material on alcohol being worked on for the schools; that is part of CODA's concerns as well as of the Addiction Research Foundation's concerns. ARF has its own material as well as we do. For instance, although I think it is finished now, they have had a program on alcohol abuse with the federal government. I could get you samples of all the materials that have been going out from us as well as from ARF.

**Mr. Sweeney:** How deeply is your ministry directly into publishing information with respect to the drug scene? Is it a priority? Is it a side issue? Are you concerned about it?

**Hon. Mr. Timbrell:** It's a priority but, so as to avoid a lot of duplication, we have drawn some lines between the ARF's activity and ours. They are more involved in the drug field.

**Mr. Sweeney:** To what extent is ARF responsible to you?

**Hon. Mr. Timbrell:** They report through the minister; their money's in here. I don't know; some of these questions could come later in the estimates.

**Mr. Sweeney:** I'm asking mainly from an information point of view.

**Hon. Mr. Timbrell:** They are responsible to the Legislature through me. They are audited by the provincial auditor.

**Mr. Sweeney:** Are you saying they are your arm to carry out this kind of procedure?

**Hon. Mr. Timbrell:** When they were established in 1949, I guess it was, it was for the purpose that they would be the focal point for the activity and research relating to addiction problems and treatment. As you know, they have a clinic setting on Russell Street; they have had over the years a number of experimental treatment programs in various parts of the province.



There is some overlapping but, as I said, they have tried to get more into the drug scene; they have district offices around the province where they are working with community groups, school boards and so on. As far as our information services are concerned, they are more on the alcohol side.

**Mr. Sweeney:** I'll come back at it again in a few minutes, Mr. Chairman, under another heading.

**Mr. B. Newman:** Regarding information services, I want to ask the minister, to what extent do you provide information to the secondary schools, essentially? They have health education classes, and I know from past experience that it was extremely difficult to get any type of information. In fact, at the time I was teaching health education, I had to purchase my slides through Encyclopedia Britannica so that I would have both drug and alcohol abuse information.

**Hon. Mr. Timbrell:** Some material, as I mentioned earlier, is being updated on the alcohol side but we have teaching kits on dental matters, the most recent updating being this "Murphy the Molar" campaign, a great deal of which admittedly is aimed at the lower grades which is where, after all, a lot of these habits have to be established.

On family planning, which is being updated as I understand it, some of the material—oh no, sorry, that was under VD that there was a problem. VD is another one; I was confused in my mind. We had some material that had been worked up and was tested on some control groups and they thought it needed to be reworked, so it's being reworked in the ministry.

Family planning; I've already mentioned that there's material in the late stages of preparation to go to the schools to update—and in alcohol.

Do we not have some material out there on smoking as well? Not at the moment? That's something else under development.

**Mr. B. Newman:** Nothing on fitness generally so that we could prevent a lot of the problems that will—that the individual will be confronted with later on if he doesn't develop it?

**Hon. Mr. Timbrell:** I think they get information from us, they get information from Education, they get information from Culture and Recreation. If you're aware—

**Mr. B. Newman:** Do you provide the schools with slides at all?

**Hon. Mr. Timbrell:** Culture and Recreation do. I guess the Participaction program does as well, don't they?

**Mr. B. Newman:** I wanted to ask also have you publicized the concern of Mrs. Dumont? The name will ring a bell with you when I mention Reyes syndrome. She has asked for years and years that it be considered one of the sicknesses or whatever it is called that can afflict an individual. The doctors in the past, I understand, associated it with polio and she tried and tried to spread the gospel not to conclude that the individual has polio. There are other things. She lost a child with Reyes syndrome. I understand it is being acknowledged as one of the diseases or illnesses that must be reportable, the same as some others on the list.

**Hon. Mr. Timbrell:** I know we've discussed it before and I know we're looking at that. I'm not sure where it stands, quite honestly. I'll get you an answer as to whether there has been any change since the last time we discussed it.

**Mr. B. Newman:** Well could I suggest to you, Mr. Minister, that your officials look into it? Speaking as a layman something, it apparently should be considered by the medical profession as a reportable disease.

**Hon. Mr. Timbrell:** Was that the issue; when we discussed it before whether it should be reportable under the Public Health Act as a communicable disease?

**Mr. B. Newman:** Yes, I was in communication, Mr. Minister, by letter only and not in any discussion we had here.

**Hon. Mr. Timbrell:** I thought we had discussed it here at one time or another in some estimates.

**Mr. B. Newman:** We may have but very, very briefly.

**Hon. Mr. Timbrell:** I'll get you an update on that.

**Mr. B. Newman:** All right, I'd appreciate that. The next I wanted to mention to you: under the premium assistance program; how do the 18-year-olds hear about it? Now an 18-year-old who may not be in school, and he doesn't have to be in school at 18, all of a sudden finds he may no longer be covered under mother's or father's OHIP coverage.

**Hon. Mr. Timbrell:** Well, he would be covered until age 21.

**Mr. B. Newman:** Not if they are not at school. If they are not at school they are not covered.

**Hon. Mr. Timbrell:** They can still be covered until 21, Gordon?

**Mr. Vice-Chairman:** Is there a member of the staff who would like to come up and

speak into the microphone? Identify yourself please sir.

**Hon. Mr. Timbrell:** Can you identify a particular situation and describe how it would work?

**Mr. B. Newman:** Yes, an individual is covered under mother's or dad's OHIP premiums, graduates from school and is in the job market. Once they turn 18 they are adults and as a result they are no longer covered by the parental program.

**Mr. Fetherston:** It's 21.

**Mr. B. Newman:** It's 21? Oh, I stand corrected. I'm very pleased to know of that.  
[5:00]

**Mr. Fetherston:** If he's not married and not employed, he can stay on until 21.

**Mr. B. Newman:** All right, that covers the answer I was looking for. There was another question I wanted to ask, Mr. Minister.

You know the nursing home situation in the community. You know the rest home situation in the community. Why don't you develop a bill of rights through your information services branch so that anyone going into any one of these facilities, or even before they apply, knows the rights of the patient, if you call him a patient, so the situation we had with a Mrs. Leopold back in the community would never be duplicated?

**Hon. Mr. Timbrell:** We are working on amendments to the Nursing Homes Act—that is the regulations—pretty extensive amendments. Once they are completed and have been approved by cabinet, I would want to give them pretty wide publicity. I take it your suggestion would be to prepare some kind of an information piece that would be available to people. I think it's a good suggestion.

**Mr. B. Newman:** You are aware that the state of Michigan does have that?

**Hon. Mr. Timbrell:** No, I wasn't aware of that. It does, eh?

**Mr. B. Newman:** Yes, Michigan has a bill of rights for nursing home patients, although nursing homes there I think are different from our nursing homes. They are a combination of nursing home and rest home, you name it, in there.

**Hon. Mr. Timbrell:** Most jurisdictions to the south of us don't have anything approaching the kind of standards we have.

**Mr. B. Newman:** You are right, Mr. Minister.

**Hon. Mr. Timbrell:** Now I don't know whether Michigan is different, but most of them have nothing approaching what we al-

ready have and we are working on updating them even further.

**Mr. B. Newman:** I wouldn't want you to revert to their system.

**Hon. Mr. Timbrell:** No, no.

**Mr. B. Newman:** I think we are by far superior to theirs, except they have some things that I would like to see you copy, like a bill of rights so that the family bringing, say, a father or mother, into a nursing home knows that the patient has all of these rights and they cannot or will not be taken away from them. Not only the patient but also the relatives know there are certain obligations on the part of the nursing home as well as obligations on the patient's own part that have to be fulfilled. Now I not only refer to nursing homes but I also refer to rest homes, because—

**Hon. Mr. Timbrell:** Rest homes don't come under our jurisdiction. They come under the jurisdiction of the municipalities.

**Mr. B. Newman:** The local board of health controls that, but then you control—

**Hon. Mr. Timbrell:** No, no, they come under the municipality—

**Mr. B. Newman:** But does not the director of the board of health, MOH, report to you people?

**Hon. Mr. Timbrell:** Yes, but he's an employee of the municipality.

**Mr. B. Newman:** I see, okay.

**Hon. Mr. Timbrell:** So that in the case of rest homes, it would be up to the municipality to pass the necessary bylaw to do with standards and then they would direct the medical officer of health, who is an employee of the municipality, to enforce that bylaw.

**Mr. B. Newman:** I would suggest then, Mr. Minister, that while you are drawing up a bill of rights for nursing home patients your officials also think of a bill of rights for rest home patients, the type of treatment or the minimum treatment they should be receiving, and so forth, so that at least this can relate to the municipalities. They may be able to either update it or improve upon what you have, or adapt it to local circumstances.

**Hon. Mr. Timbrell:** Just to answer your first question, I am advised that Reyes syndrome is now reportable.

**Mr. B. Newman:** It is a reportable disease. That's good. Mrs. Dumont will really be pleased with that.

Those are the questions I wanted to ask and I know my colleague, Mr. Cooke, has



other questions dealing with information services and miscellaneous.

**Mr. Cooke:** I just want to follow up what the member for Windsor-Walkerville has been saying about a bill of rights, because it quite clearly deals with the case I raised in the Legislature this afternoon, the Leopold case. I would like to ask the minister how can something as basic as medical attention be something that patients can't expect necessarily? Under the present Nursing Homes Act and under section 46 of the regulations—you didn't respond to this in the House today—a resident is expected to get his or her own medical attention, or the next-of-kin. That is something that I think has to lie with the nursing home itself.

**Hon. Mr. Timbrell:** Let's just compare it with a home for the aged. In homes for the aged they have—what do they call them? I was going to say resident doctors.

**Dr. Dyer:** Home physician.

**Hon. Mr. Timbrell:** Home physician. Once you go into the home for the aged you're now his patient, whereas in the nursing homes there are all kinds of doctors in and out of there all the time.

**Mr. Cooke:** But that's not the way it works in most nursing homes in practice, because—

**Hon. Mr. Timbrell:** A lot of them will make arrangements for a physician to be on call.

**Mr. Cooke:** I think your people in the nursing homes inspection branch would agree that basically what happens is that there is—what is it?—a medical adviser or whatever the name is, under the Nursing Homes Act.

**Hon. Mr. Timbrell:** That's right.

**Mr. Cooke:** Doctors refuse to go into the nursing home—not only in the Leopold case because this was the situation in the Leopold case—but also I've had the same experience with my grandmother. Our family doctor and the family doctor in the Leopold case would not go into the nursing home because he considered it a matter of professional ethics that he was going in on somebody else's territory.

I spoke today with the lawyer for the ministry who handled the case—

**An hon. member:** Freedman.

**Mr. Cooke:** Freedman. He agreed that that was a very serious problem. While the medical profession should not view it that way, they do. In the Leopold case it was a very important aspect of the case. The family doctors, Dr. Corr and Dr. Larocque,

did not go into the nursing home even though they were requested to by the family, because they considered it a matter of professional ethics and they would not go in on Dr. Quenneville's territory. That happens in other nursing homes.

I really think that the only solution, or the best solution, would be for section 46 of the regulations to be changed. When a person goes into a nursing home he should expect the nursing home to take the responsibility — when medical assistance is needed the director of that nursing home has to make that decision and has to get in the help.

The ministry also has to look seriously at the section that allows legal counsel to be provided to act on behalf of the resident. It's my information that that is very seldom, if ever, used. I would like to know who looks after the rights of the patient when there aren't any next of kin and the individual is mentally incapable of deciding whether or not he needs medical assistance. That section of the Nursing Homes Act has not been used.

**Hon. Mr. Timbrell:** The Mental Incompetency Act would come into play in some cases.

**Mr. Cooke:** But there are special provisions in the Nursing Homes Act and they're not being used.

**Hon. Mr. Timbrell:** I haven't got here the present suggestions on those sections, but as I recall there are proposals that have come out of the last year's discussions of that draft set of regulations I tabled just a little over a year ago. I think you've made some good suggestions.

In the regulations we tend to be a little tougher on the medical adviser as to the standards that have to be met and what he or she has to do.

Has that inquest concluded?

**Mr. Cooke:** Yes.

**Hon. Mr. Timbrell:** It has concluded. I haven't seen—

**Mr. Cooke:** Your response to some of the points I raised in the House today that the coroner is responsible for making sure the case is adequately presented I fully understand, although I felt they deserved to be raised in the House. I have written to the coroner asking him to review the case because there were some very important aspects of the case that were not presented.

**Hon. Mr. Timbrell:** I hope you would agree that we certainly have been forthcoming with information from us. You wrote to the



ministry. Mr. Newman wrote to the ministry. There were several others, as I said—

**Mr. Cooke:** I was concerned, I must say. I talked to Mrs. Davis, the inspector who testified, and I was concerned that she said to me today on the phone that she discussed the approach that should be taken with Mrs. Watt from the London office before she testified and it was determined that they would only respond to questions asked.

Really the approach taken at these coroner's inquests should be that we're there to find out what went wrong so that it won't happen again. I really think that what the nursing home inspection branch should be doing is presenting everything that they have available to them. Obviously in this particular case the coroner erred in not making sure that all the facts were brought out, but I think your branch, the inspection branch, has an obligation to make sure those aspects come out also.

Would you agree with that? Would you agree that the nursing home inspection branch has a role to play in making sure that the inquest gets in all the things?

**Hon. Mr. Timbrell:** Yes. At another inquest in Toronto we did try to put more on and got into a legal wrangle with a coroner over what could be tabled. It may be that they were a little overcautious, but certainly we have shared information with you, with another member and with others who have written us about that particular case.

**Mr. Cooke:** Yes, the information you gave me on this case—that Mr. Graham gave me—was very good and it's shocking. It's the most direct report that I've received on any nursing home and that's why I was very upset when the coroner's inquest didn't really get at all the information. I think Mr. Freedman agreed with me in that he said it was the responsibility of the coroner to expose all the facts. I think the nursing homes inspection branch also has a very important role—

**Hon. Mr. Timbrell:** As I say, in other instances where we have tried to put various facts on the record, we have almost been accused of trying to do a selling job on behalf of the branch.

**Mr. Cooke:** In this case, it looked as though you were trying to do a selling job on the part of the nursing home. It looked as though certain facts were being covered up to protect the nursing home.

**Hon. Mr. Timbrell:** No. As a matter of fact, I have directed that my deputy write to the chief coroner, which he did last week, requesting notification of any inquest being

held anywhere that might have any implications for the Ministry of Health. So, we can then ask for legal advice before we're summoned. To my knowledge, we were not asked to take part in the inquest into Mr. Phillip's death until I sent a lawyer there to ask for a legal standing, in effect, on my behalf. We could then, through cross-examination, elicit certain information which hadn't come out at that point, or else some information with which we took issue.

I think one of the problems in this particular inquest was that where there were deficiencies in the nursing home, there should have been prosecution under the Nursing Homes Act. Then, if all the facts had come out, I wonder if there might not also have been a conflict there. In other words, that it was to the ministry's advantage not to bring out all the information because it was protecting the ministry.

**Mr. Cooke:** I also wonder—

**Hon. Mr. Timbrell:** Let me just explain. There was a routine inspection in early March. I don't know if this is covered in the September 8 writeup or not. This home was routinely inspected in early March and found to need improvement in a variety of areas, including adequacy of nurses' notes and records, staff levels and procedures for providing the most effective skin care. I think that was continued in the September 8 letter to you.

As a result, requirements were issued and a number of followup visits were made. Each of these visits show that improvements were being made and, hence, stronger disciplinary action was not applied. So the judgement of the inspection staff was that the deficiencies identified in the early March visit were being attended to and that relocation, or something of that kind, was not in order. We have to make a case to the nursing home review board if we want to move to lift a licence. I guess, basically, and reading between the lines, that they are saying they found improvement and, therefore, couldn't make a case.

**Mr. Cooke:** To my way of thinking, the time to move was when the inspection took place and these infractions and deficiencies were identified. Because you believe in a private nursing home system—and we disagree with that, but right now you're the government and we have to live under the present system—so we have a nursing home system in Ontario that is free enterprise.

**Hon. Mr. Timbrell:** Yes.

**Mr. Cooke:** If it's going to work, then the Nursing Homes Act has to be implemented

very rigorously. When there are violations of the act or the regulations, then the ministry has to come down on those violations very heavily.

**Hon. Mr. Timbrell:** A question: Do you afford the operator one chance?

**Mr. Cooke:** Not when they are this severe.

**Hon. Mr. Timbrell:** Now, hold on. When you say, "This is what we've identified; correct it," do you not—

**Mr. Cooke:** If it was a minor violation, I would agree with you. But, you're talking about things as basic as staffing. The only reason for cutting back on staffing would be to increase profit—that's the only reason I can understand for cutting back on staff. The nursing care deviated from something as basic as care prescribed by a physician; that wasn't even being followed. Nursing records were not kept up or the nursing equipment. A walker was used as a bed cradle and physical examinations were behind. That's five basic areas. In that case, I don't think there's any excuse for saying; "Were going to warn you. You clean up and then we'll leave you alone." I don't think that that's the right answer.

[5:15]

**Hon. Mr. Timbrell:** No matter whether it is the public sector or the private sector, before you would fire somebody in the public sector, if deficiency in their activities has not been identified before, you would give them—

**Mr. Cooke:** That's not the approach that the Minister of Community and Social Services (Mr. Norton) wanted to take with the Johnston case, I'll tell you.

**Hon. Mr. Timbrell:** With respect, that's quite a different situation.

**Mr. Warner:** The tolerance level is almost infinity. You would tolerate anything.

**Hon. Mr. Timbrell:** No.

**Mr. Warner:** St. Raphael's is a perfect example, 68 violations.

**Hon. Mr. Timbrell:** No, it is not. Do you want to get into St. Raphael's? Do you want to talk about the fact that St. Raphael's is going to be replaced or about our team inspection earlier this year, long before that incident? If you want to discuss that incident, I'm quite happy to do so.

**Mr. Warner:** We'll get to it.

**Hon. Mr. Timbrell:** Good. We had been able to effect correction of all but physical deficiencies. The fact is the rooms are too small by our standards and we are getting a new nursing home out of it. If you want to talk about that, fine. That's a positive result of the team inspection process. There are a

number of instances like that—about 10, I think—where we are getting brand new homes out of it through the application of the team inspection process and the pressure.

**Mr. Warner:** You let McLean off the hook all the way along the line. Was he ever fined?

**Hon. Mr. Timbrell:** No, not that I am aware of.

**Mr. Warner:** That's partly what prompted the anger of the coroner, at how reluctant you are. The case of my colleague raises the same kind of situation. Serious problems are brought to light by the inspection branch, and then what? You just hope that they get cleaned up by sending a letter and saying, "We will withhold our recommendations for a while."

**Hon. Mr. Timbrell:** With respect, the honourable member knows that that is not correct. In the last year, with the introduction of the team inspection process and the follow-up which is inherent in that process, as compared to the normal inspection process, we have been able to effect the closure of two homes that have been giving us a lot of trouble and to bring about commitments to completely rebuild 10 other homes.

The usual procedure with a routine inspection is that the inspector goes in—it might be the nursing inspector, the environmental inspector or whoever—and a list of requirements is sent to the administrator. When we send in a team of inspectors, the owner is brought in and sat down. We say to him, "Here is what we have found and here is what you have to do."

I think that procedure has been extremely effective. I asked just recently, though I didn't get any numbers on this, about the numbers of complaints from members and from the public and whether they were as high as last year, lower, the same or whatever. Apparently, they have dropped off dramatically through the introduction of the team inspection process, which is totally by surprise.

There was a concern expressed at estimates last year that perhaps routine inspection could be so routine that one could predict within a day or two when the inspector might show up. That's always a potential problem, especially if somebody has a large area, where they can't be hopping from one end to the other. It might be 200 or 300 miles from one end to the other. With the team inspection process, it's totally by surprise. It has proven to be very effective. It has had a lot to do with the apparent significant drop in the volume of complaints being drawn to our attention.



The other thing I want to point out is that in 1976, I think it was, there were something like 600 complaints about the roughly 400 nursing homes. Of those, 30 per cent—and these aren't new numbers I am giving out because I have discussed them before in the House—were found to be valid and were acted upon by our inspectors.

All that aside, I think we have made a lot of progress this year and developed a new awareness in the industry among the bad actors. I have to point out again that we are talking about a small percentage of bad actors. They know that we mean business.

**Mr. Warner:** Despite your get tough speech, the problem in Windsor still didn't get solved.

**Hon. Mr. Timbrell:** What you call my get tough speech was in October. The first inspection of that home was made in early March. By April, the report indicates that progress was well under way. On April 6, they found for instance that the staffing was then in excess.

**Mr. Cooke:** Are you talking about the nursing home that—

**Hon. Mr. Timbrell:** Yes.

**Mr. Cooke:** On the staffing requirements, Mr. Graham mentions to me in my letter, "the record for the period between June 8 and 14..." So back in June they had reverted to their old style and were understaffed again.

**Hon. Mr. Timbrell:** The report I've got here indicates: "The June inspection noted that the staff hours had increased, leaving only eight hours of non-registered time lacking; and the eight hours of the director of nursing."

**Mr. Cooke:** The letter that Graham sent to me says: "...between June 8 and 14 showed that the nurse and nurse's aids levels of staffing were below requirement." That would indicate that back in March they were, according to your information in March, understaffed. They had improved for the April inspection. By June they had gone back below requirements.

Again, you say you want to give nursing homes the opportunity to clean up and improve. Yet you indicate from the information you have just given to us that they cleaned up for a while, but back in June they went back to their old style and you still did not prosecute.

**Hon. Mr. Timbrell:** I'm sorry, you'll have to help me; I can't recall how many beds are in this home.

**Mr. Cooke:** Offhand, I don't know. I know there are 50 patients.

**Hon. Mr. Timbrell:** An eight-hour difference, which is one person on one shift out of a week is, I would suggest to you, not a serious shortfall.

**Mr. Cooke:** What period was this for?

**Hon. Mr. Timbrell:** This was in June. Admittedly, it was below the standard; but I don't think for the equivalent of one person on one shift—

**Mr. Blundy:** One person for 50 patients?

**Hon. Mr. Timbrell:** No, this is the difference, Mr. Blundy, between the standard and what the staffing pattern was.

**Mr. Cooke:** How much were they behind in March?

**Mr. Baskley:** They were 22 behind in April.

**Hon. Mr. Timbrell:** That's not clear the way it's worded. I don't think you close a nursing home—

**Mr. Cooke:** That is the one extreme. The other is fines that are available in the Nursing Homes Act. I don't think there's a need to close it, especially in Windsor where we have a shortage and in order to get into a nursing home there's a one-year waiting period, and I understand that closing a nursing home is something that's impossible to do, unfortunately.

**Hon. Mr. Timbrell:** No, it's not, but you've got to have a good case to do it.

**Mr. Cooke:** What I am saying is that in practical terms it would be pretty difficult to do in Windsor because we have a waiting list in Windsor already of a year to get into a nursing home. The position that Mrs. Brouillette took at the inquest was that if Mrs. Leopold didn't like the treatment she was getting why didn't the family remove her? Now that is a pretty sick attitude. Of course, the family had already looked for another nursing home but there was no alternative.

As you know, in Windsor we are waiting for the Windsor district health council to come up with an overall plan, and hopefully that overall plan will have recommendations for more chronic care and more nursing homes, but in the meantime they're waiting for unanimous agreement among the hospitals and no one is going to be able to accomplish that. The deadline is now past. The Windsor district health council couldn't meet the deadline and in Windsor we're still waiting for adequate nursing home beds, adequate chronic care beds and home care program.

**Hon. Mr. Timbrell:** As you know, we added chronic care beds in Windsor about three



years ago. We've indicated that from the savings which were indicated in the Thorne Riddell report, which are somewhere in the range of \$1.3 million to \$2.1 million, there are five services we're prepared to see funded out of those savings, including more chronic beds, including a chronic home care program, a coronary care unit, a perinatal unit and the operating costs of the CAT scanner.

In the meantime, you've got a lot of chronic patients. I think when you talk about waiting lists you have got to recognize that a lot of chronic patients are backed up into active treatment beds. The thought is that you work to organize additional chronic care units. As it is now, they would be scattered through active treatment hospital units.

**Mr. Cooke:** The only point I'm making, I recognize the report that was made and if the money can be saved then we'll get these services. The problem with the Windsor district health council is the lack of credibility it's developed over its existence because of the problem with Riverview Hospital and the problems with the obstetric wards and so forth. It's going to be extremely difficult for that health council to ever develop a consensus in our community. In the meantime, we are not going to be getting these services that are desperately needed.

**Hon. Mr. Timbrell:** No, no, hold on. My understanding is that they are getting good co-operation on this.

**Mr. Cooke:** Then why couldn't they meet the deadline? You set the deadline. Was it an unrealistic deadline, or what?

**Hon. Mr. Timbrell:** It may have been. My understanding is they are making good progress because I think everyone understands that, one way or another, those savings are coming out.

**Mr. Cooke:** According to an article that appeared in the Windsor Star a week ago—

**Hon. Mr. Timbrell:** I saw it.

**Mr. Cooke:** —they are not making good progress. In fact, they've had one meeting and all they've been able to agree on—

**Hon. Mr. Timbrell:** They've had more than that.

**Mr. Cooke:** —at this point is what has to be discussed. According to that newspaper article, the only thing they've been able to agree on is an agenda on what has to be discussed.

**Hon. Mr. Timbrell:** Dr. Dyer has been down there several times. He's going again tomorrow and he's the main source of my information that they are making good progress.

**Dr. Dyer:** They haven't asked for a postponement in their date although they recognize they are over it.

**Mr. Breaugh:** Better run that by us again.

**Mr. Warner:** They obviously don't have to ask for a postponement.

**Mr. Cooke:** I suppose that district health council even being able to agree on an agenda and the items that have to be solved with the hospitals is something.

**Hon. Mr. Timbrell:** I know that as a result of some of the early discussions between the council and the hospitals they commissioned some additional role studies, which is a sign of progress. The fact of the matter is those savings are coming out one way or another. I think they all realize in the health council and in the hospital administration that it's better they identify from where those savings are going to come, rather than us.

**Mr. Cooke:** Do you have in mind a goal of when you want them to come up with their plan? If they are not able to reach a consensus, then you as the Minister of Health are going to have to impose some kind of a deadline and set up the framework for this thing so we don't continue to have this problem with lack of nursing home beds and lack of chronic care.

**Hon. Mr. Timbrell:** I would think if the goal was unattainable, the health council would have reported that by now. It would be clear by now if it was unattainable.

**Mr. Cooke:** The goal is unattainable. It's already been passed.

**Hon. Mr. Timbrell:** No, the goal of developing a plan locally, rather than in the ministry.

**Mr. Cooke:** But, what I'm asking is have you set a further deadline in your own mind of when that system be reached?

**Hon. Mr. Timbrell:** No, we're only 11 days past the other. I'll have a better idea after Dr. Dyer has been there tomorrow as to the kind of a time frame at which we're looking. Obviously, the sooner the better, so we can get on with it.

**Mr. Cooke:** Okay, just to get back very briefly to this nursing home case. I'd just like to ask if you or your ministry were notified through subpoenas about the coronor's inquest. The people in the nursing home inspection branch knew of my interest in this particular case, yet no one notified me of the coronor's inquest. I'm wondering if—

**Hon. Mr. Timbrell:** That's not the branch's responsibility.

**Mr. Cooke:** Well, the coroner wouldn't and Mrs. Leonard said it was just an oversight and could have been done, and possibly should have been done, but it wasn't done.

**Hon. Mr. Timbrell:** It's not a normal thing, apparently the nursing inspectors were subpoenaed.

**Mr. Cooke:** I realize it does come from the Solicitor General, but I'm wondering if that could be done. If a member showed a specific interest in a nursing home or in a case and it results in a coroner's inquest, could there not be a process put in place where your people notify us?

I would have been at that inquiry. I had to send my constituency assistant instead, because I couldn't be in Windsor that day. I got notice two hours ahead of time.

**Hon. Mr. Timbrell:** Well, I'll consider it. As I mentioned earlier, we don't get notified of inquests in which we have a potential interest. So that's why I've had the deputy write the chief coroner and say, "Look, anything coming up that has a potential health interest or involvement, let us know so we can decide."

**Mr. Cooke:** If that process is put in place, then maybe you could let us know in the future?

**Hon. Mr. Timbrell:** I'll consider it, I'll consider it.

**Mr. Cooke:** Finally, I wanted to get a copy of the transcript. I would think somebody from the ministry might be interested in looking at what evidence was presented. I'm wondering if the ministry could get a copy of the transcript.

**Hon. Mr. Timbrell:** We have to buy it.

**Mr. Cooke:** You have to buy it. If you request it, then all I have to do is pay 25 cents a sheet for the copy of it. If I request it, I have to pay \$2.25 a sheet. In the interests of my pocketbook, could you order it?

**Hon. Mr. Timbrell:** That is why you get \$7,500 a year tax free.

**Mr. Cooke:** On one constituency case, \$.25 is a bit steep.

**Hon. Mr. Timbrell:** At 25 cents a page, how many pages?

[5:30]

**Mr. Cooke:** It is \$2.25 for the original. If I get a copy of it, it is 25 cents a sheet. So it is considerably cheaper if you make the first request. It is in your interest, because I would think you personally would want to look at this.

**Hon. Mr. Timbrell:** No. Because if we have had somebody there, they would report back on the outcome. Also, the coroner would write to us with the recommendations, and we would respond to them.

**Mr. Cooke:** I will see if I can get it through the Solicitor General (Mr. McMurtry).

**Hon. Mr. Timbrell:** If there is any reason we need it, I will see that you get a copy. But if we don't need it, then you are on your own hook.

**Mr. Vice-Chairman:** Mr. Blundy has a final question on item 5.

**Mr. Blundy:** In this item we have talked about everything from abortion to homes for the aged. We have pretty well covered the gamut.

**Hon. Mr. Timbrell:** This is an all-inclusive item. It sort of makes the rest of the estimates redundant.

**Mr. Blundy:** Obviously so.

I have before me a copy of an item that was in the Toronto Star on December 4, where Miss Beardmore is saying she couldn't inspect adequately the licensed nursery and day-care centres because there aren't sufficient health unit nurses, since they don't get as much money.

**Hon. Mr. Timbrell:** This is in Scarborough?

**Mr. Blundy:** Yes, in Scarborough. What about the funding of the health units now? Are you planning to fund the health units on the same basis?

**Hon. Mr. Timbrell:** We have been talking with the Metro units. Just to give background for everybody: There are six health units in Metro which receive 25 per cent funding from the province; there are six others—

**Mr. Blundy:** Can you tell me the rationale for the differences in these levels of funding—25, 50 and 75 per cent?

**Hon. Mr. Timbrell:** Yes, it is the difference between individual health units, district health units and county health units. We have Peterborough County-City Health Unit, for instance, at 50 per cent. We have Grey-Bruce, Huron-Perth—can anybody recite them by heart? I always leave one out somehow.

**Mr. Blundy:** We have a Lambton health unit.

**Hon. Mr. Timbrell:** Yes, I'm sorry; 50 per cent. For instance, tomorrow somebody is going to meet with a delegation from the Peterborough County-City Health Unit—or maybe it is from the county council; I'm



not sure—to talk about their situation. In that particular case, I have an outstanding commitment to them that if they were to amalgamate with the Haliburton-Kawartha-Pine Ridge Health Unit, which would give them a population of roughly 150,000 or 175,000 and which we think is a viable base—it has to do with population as well—

**Mr. Blundy:** I would think that the municipal health units in this area must have population levels that would—

**Hon. Mr. Timbrell:** What has been lacking—until the Robarts report, the position of the ministry was that they either merged into a Metro health unit to get 75 per cent funding, or they stayed as they were and got 25 per cent.

**Mr. Blundy:** You just think big is better.

**Hon. Mr. Timbrell:** No, because of the fact that there is a clear need for co-ordination and a minimum level of service across Metropolitan Toronto. We went along with the recommendation in the Robarts report that the six health units stay; so out went the notion of a Metro health unit. There is still the need to develop co-ordination among the units.

I have met with a liaison committee of the Metro boards of health on a number of occasions; my staff have met with them even more times. We are looking at two particular areas: public health nursing and the dental programs. We will be meeting a week today to see what we have been able to come up with in terms of setting what we can agree on as standards across Metro in these two areas. We will move on from there, assuming we can get some agreement.

It would cost \$10 million to bring them up to 75 per cent funding this year. It would cost about \$1.6 million to bring the other health units in the province up. We just don't have it this year. We may have some additional money next year. Any additional money going into the health units, I would like to see going into programs.

**Mr. Warner:** That's what they want this money for.

**Hon. Mr. Timbrell:** That is not entirely the motive.

**Mr. Warner:** You are not going to give them the money then? You are not going to increase this funding to 75 per cent?

**Mr. Blundy:** They are not going to have an increase in 1979?

**Hon. Mr. Timbrell:** I have some plans for 1979.

**Mr. Warner:** Have you coerced them into the one-unit thing?

**Hon. Mr. Timbrell:** No, if you were listening, I just finished explaining that Robarts had recommended the six units be retained and we agreed. What we are working on is trying to effect a co-operative development of some minimum levels of service across Metro.

**Mr. Warner:** He put his comments, though, in relationship to the funding. I think he said the present situation was inequitable and unfair.

**Hon. Mr. Timbrell:** He may have.

**Mr. Warner:** He did.

**Hon. Mr. Timbrell:** But the motivation for the earlier stand of the ministry was to develop standards of service from the Rouge River to the west end. That is still, as far as I am concerned, at issue. We have to work with them. We have identified two areas in particular to start with to see if we can develop those centres. One is the level of public health nursing and the second is the preventive dental programs of the six health units. We will know within a week what kind of progress we have made in that area.

**Mr. Breaugh:** I haven't heard you take exception to the original point which was raised by Mr. Blundy about the provision of service.

**Mr. Blundy:** I don't think the service is going to be better with one health unit or six health units. If there isn't any more funding for the health units there isn't going to be any better service.

**Hon. Mr. Timbrell:** We have provided more money this year for expansion of public health services. Admittedly I have to say that a lot of it hasn't been picked up because a municipality has to either find 75 cents of the cost, or 50 cents or even 25 cents. It is not just those who have 25 or 50 per cent funding, even for some of those at 75 per cent funding the councils are reluctant to come up with the 25 cents of the dollar in these times. We have a fair bit of that money just sitting there that hasn't been picked up. At this point—and my budget is far from finished or carved in stone for next year at this point—I am protecting more money for public health, and a fair bit of it may find its way into Metro.

**Mr. Breaugh:** The original point that Mr. Blundy raised was Miss Beardmore's contention that the health unit in Scarborough provides about 25 per cent of the service it ought to. I take it that in the interest of having a keenly informed public your information branch is now informing parents who have small children in nursery and day-



care centres that you are only able to provide about 25 per cent of the service you need.

**Hon. Mr. Timbrell:** I don't recall the figure 25 per cent. It is certainly not a figure that has come from the chairman of the board of health or the medical officer of health.

**Mr. Breaugh:** Miss Beardmore says they now visit nurseries and day-care centres about once a month and they should be visiting at least once a week, and in essence if they were able to do that they would be able to fulfil their program.

**Hon. Mr. Timbrell:** Come on. That is a distortion.

**Mr. Breaugh:** What is a distortion?

**Hon. Mr. Timbrell:** You take that to say they are providing 25 per cent of public health nursing services in Scarborough. That is one element.

**Mr. Breaugh:** I hardly think if they are supposed to be visiting four times a month and you visit once a month, that works out in my fundamental mathematics to be about 25 per cent of the desired service.

**Mr. Blundy:** What about the schools and the other places—

**Hon. Mr. Timbrell:** This is part of what we are looking at with them, to attempt to develop and agree upon minimum levels of service in these two areas, and there are many others. But rather than trying to take a shotgun approach to do them all at once, we zeroed in at our last meeting, which was about six weeks ago, and said all right, we will look at these two and see if we can come up with—

**Mr. Warner:** You are looking at one Metro board of health?

**Hon. Mr. Timbrell:** No.

**Mr. Blundy:** You are looking at all six in the same way?

**Hon. Mr. Timbrell:** Yes, all six.

**Mr. Warner:** It seems to be the ultimate goal, to get them all doing the same thing.

**Hon. Mr. Timbrell:** No. I have to tell you, you never served on municipal council, I did, and I have never been an amalgamationist as long as I was on North York council or as a provincial member.

**Mr. Warner:** But they are not going to get any more money, that's certain.

**Hon. Mr. Timbrell:** That's not what I said. I am protecting, at this point in the budget planning process, additional moneys for public health next year and I would hope that'll find its way into the Metro health units.

**Mr. Warner:** Twenty-five per cent would be raised to what? What level will it be raised to?

**Hon. Mr. Timbrell:** We'll have to wait and see.

**Mr. Warner:** Wait until when?

**Hon. Mr. Timbrell:** Not long.

Item 5 agreed to.

On item 6, analysis and planning:

**Mr. Breaugh:** I want to raise a matter here under analysis and planning. These things always confuse me somewhat where we have an agency set up to analyse and to plan and yet if one looks at the system at the other end it doesn't seem to reflect that. The member for Algoma (Mr. Wildman) has raised on several occasions now this matter of psychiatric facilities in the Sault, and there appears to be a need clearly established for 40 more beds there. This seems to be supported by the regional director for the Ministry of Health, Mr. John Ackland, who has recommended to the Health ministry that the Plummer Memorial Hospital former nurses' residence be converted to house 38 to 40 beds.

**Hon. Mr. Timbrell:** That's under way. The conversion of the nurses' residence at the Plummer is under way.

**Mr. Breaugh:** Yes, I understand that that conversion is under way. Are you now providing for the 40 beds in next year's budget?

**Hon. Mr. Timbrell:** Yes.

**Mr. Breaugh:** So you have accepted the recommendation of your regional director and the Algoma district health council?

**Hon. Mr. Timbrell:** Maybe Dr. Dyer can explain.

**Dr. Dyer:** It depends on the success of the amalgamation attempts between the Plummer and other facilities, but that particular aspect is under way.

**Mr. Breaugh:** It's 40 beds, isn't it?

**Dr. Dyer:** That's right, but some of the money to support that would have to come out of this—

**Hon. Mr. Timbrell:** Between the two, yes. That's been understood from the beginning.

**Mr. Breaugh:** I'm a little unclear then. In the letter to Mr. Wildman you are saying you don't disagree in principle that the number of beds currently available in the Sault should be increased. You state here: "The problem at the moment is that there are no additional operating funds to permit the expansion of the psychiatric services, nor are there sufficient capital funds immediately available to

renovate completely the nurses' residence at the Plummer hospital." This is dated October 25. Are you saying you have altered your position since that letter?

**Hon. Mr. Timbrell:** I haven't got the letter here.

**Mr. Breaugh:** Let me read it to you then. You go on to say: "The expansion of psychiatric services will be dependent on savings achieved from the rationalization program to which I have referred and also on further study of how savings might be achieved from changing the current referral patterns for in-patient psychiatric care. As you know, at the present time many patients who require hospital care are transferred from the Sault to Sudbury and North Bay. Approval will be given to renovate two floors of the nurses' residence in order to provide 26 beds for in-patient psychiatric care." Have you altered your position since then?

**Hon. Mr. Timbrell:** Dr. Dyer is most familiar with the background.

**Dr. Dyer:** The main problem is in finding the operating funds rather than the capital funds in this case, but the operating funds hopefully will be found from the rationalization of services between the two hospitals. The district health council and the two hospitals had been really achieving some significant success towards this end, and we have every reason to believe that out of that rationalization and from the operating costs of the two hospitals we will have enough money to operate that facility. It all depends again on this amalgamation of obstetrics, the laboratory services and emergency services. That will provide the kind of funds needed.

**Mr. Breaugh:** Let me get this clear, because there's a clear difference between what you're saying now and what you said in this letter to Mr. Wildman. You started out by saying that approval has been given and that you are prepared to go to 40 additional beds there, but you have a hooker on this. You are saying that you must be able to find the operational costs out of savings there. Your district director and the chairman of the Algoma district health council both indicate that the savings are there. Am I now able to tell Mr. Wildman that he is assured that those 40 beds will be operational or not?

**Dr. Dyer:** They have assured us the funds are there if they could accomplish the amalgamations and the rationalizations. They know that the funds are available if they can accomplish that.

[5:45]

**Mr. Backley:** I think it's the difference, essentially, of saying the savings can be made and actually making them.

**Mr. Breaugh:** Let me get this clear now. It is absolutely no use to anybody if you have approved the capital grants to do renovations unless you are prepared to make the beds operational. Are you prepared to make them operational?

**Hon. Mr. Timbrell:** From the savings between the two hospitals—and the last report that I had was that that was going well, isn't it?

**Dr. Dyer:** Yes, it is going well. There is no reason to believe that it will not be accomplished.

**Mr. Breaugh:** So I can now assure Mr. Wildman that they will have the 40 beds and not just 26?

**Hon. Mr. Timbrell:** Coming out of the operational savings being worked on by the two hospitals and the health council.

**Mr. Breaugh:** I am sure that Mr. Wildman will be overjoyed to have your assurances in that matter just as he was disappointed to receive your letter on the 25th.

Item 6 agreed to.

Items 7 and 8 agreed to.

On item 9, research:

**Mr. Sweeney:** I want to come back to a point I referred to earlier, Mr. Minister. That is research in the area of drug abuse.

I have a copy of the journal for October 1978 and it is continued in the journal for November 1978. In the journal, Dr. Harold Gallant, director of biological studies for the Addiction Research Foundation of Ontario, is involved in an inquiry in the United States. One of the clear points that comes out of this is that any firm determination as to the effect of marijuana on people after prolonged use is still very much up in the air. What is your ministry's position with respect to the growing push, at the present time, to decriminalize marijuana on the basis that there is no long-term biological damage? I know it is not in your directorship but I expect that, as a provincial Minister of Health, you have considerable—

**Hon. Mr. Timbrell:** I have taken the position that the effects, or lack of effects, have yet to be proven conclusively. I personally would not be in favour of that. That's my position now.

**Mr. Sweeney:** Is that the official Ontario ministry position?

**Hon. Mr. Timbrell:** That's my position.



**Mr. Backley:** That makes it the official Ontario ministry position.

**Hon. Mr. Timbrell:** That has not been caucused through cabinet or whatever. That's my position.

**Mr. Sweeney:** In terms of research at the ministry level, other than that conducted through the Addiction Research Foundation?

**Hon. Mr. Timbrell:** No, we wouldn't have any. It would be through the ARF. That's what they were established for.

**Mr. Sweeney:** Do you have any reason to expect that there is going to be a breakthrough in the future in coming to a decision on that particularly difficult point just discussed?

**Hon. Mr. Timbrell:** You have access to the people who are going to make that decision much better than do I. You mean, as far as the scientific community is concerned?

**Mr. Sweeney:** All of the scientific ones, the research end of it, yes, but not the—

**Hon. Mr. Timbrell:** No. In fact, with what one reads in the press, there are more and more reports starting to come out which are talking about long-term effects and starting to question some of the assumptions of a decade ago. I'm sure you used to get them in the classroom as well as I did—that it is not as harmful as that stuff you drink at your cocktail parties. Now, material forthcoming is starting to question that: that, in terms of its long-term psychological effects and physical effects, what was previously accepted as gospel by some of our younger generations, may now be wrong. There is probably just as much literature on either side of the question.

The whole thing, at this point, is totally inconclusive. Given that, my personal position is not to proceed with decriminalization.

Item 9, agreed to.

Item 10, agreed to.

On item 11, health insurance:

**Mr. Warner:** Just the one I have been waiting patiently for all afternoon. The minister announced that he had achieved an agreement with the medical association regarding fees under OHIP. I didn't have a copy of the statement nor did any of my colleagues.

**Hon. Mr. Timbrell:** Yes.

**Mr. Breaugh:** No.

**Dr. Surplis:** It was sent over, two copies.

**Mr. Breaugh:** Where?

**Dr. Surplis:** In the House.

**Mr. Breaugh:** It says in the standing orders it is to be sent to the critics. That never happened.

**Dr. Surplis:** Where did it go? I wrote it right on it.

**Mr. Breaugh:** Well, I didn't get it. Shoot the pages.

**Mr. Warner:** Don't start with her. She brought the coffee.

At any rate, I was listening to it somewhere and I gather it was six per cent—

**Hon. Mr. Timbrell:** Six point six.

**Mr. Warner:** —six point six per cent. It's a one-year agreement.

**Hon. Mr. Timbrell:** Yes, 12 months.

**Mr. Warner:** Why did you reject the report which dealt with remuneration, which had been unanimously agreed to?

**Hon. Mr. Timbrell:** For starters, it was rejected by the medical association with whom we negotiate on these things. Secondly, as I recall the way it was worded, this was based on the principle that this would somehow get at the revolving door syndrome.

I'm not convinced it works that well in Quebec, or that it's the solution to physician unrest, which I see as a national problem when you talk to ministers and officials of ministries of health from coast to coast. There is that problem. We might spend some more time on that in a few minutes or tomorrow discussing that.

I would remind you when that system came in in Quebec, there was a physicians' strike. I was amused at some of the comments about how well it worked in Quebec. There was a physicians' strike when it came in.

**Mr. Warner:** You're not prepared to confront the physicians.

**Hon. Mr. Timbrell:** We'll come back to that.

I think the physician who is going to operate a revolving door practice is going to do it under any kind of system. In fact, under that kind of system in Quebec, there's really no incentive for the physician who operates a revolving door practice to do otherwise.

**Mr. Warner:** Oh, really?

**Hon. Mr. Timbrell:** That's right.

**Mr. Warner:** How?

**Hon. Mr. Timbrell:** Because the way the kind of system you advocated works is it puts a cap on the amount of money available for particular services and negotiates on utilization. If utilization is less than that,



then you get proportionately more per service. If utilization is higher, you get proportionately less.

**Mr. Warner:** Right.

**Hon. Mr. Timbrell:** The guy who doesn't give two hoots for the rest of his profession and is only concerned about his pocket book is going to operate a revolving door practice under any system. You always have to fall back on the kind of procedures we are involved in.

What I'm saying is, it's not a panacea.

**Mr. Warner:** It's unfortunate that you misunderstand.

**Hon. Mr. Timbrell:** Oh is it? All right.

**Mr. Warner:** You know, what really bothers me, among other things, and it's no secret, is I gather you are not the least bit interested in the select committee report.

I understood there was unanimous agreement on almost every item. There was a hell of a lot of time and effort and money spent on that select committee and the report, I gather, has been tossed into a garbage can somewhere. That in itself really bothers me because of the fact we had reached unanimous agreement on so many items. They seemed to be a sensible, reasonable way to proceed with some serious questions.

On the question of remuneration, we understood full well that part of the process is what's commonly called peer pressure. In the second year of the agreement when you're reviewing the utilization rates, you know full well which if any doctors are abusing the system. The medical association would be aware of that as well and they would be the ones who would be talking to their colleagues and saying, "Look, because of your practice you're the guy who's pulling down the salary increase for all doctors in this province. We want some answers about this if you wish to be a member in good standing of our association."

The peer pressure aspect of it is extremely important. Further, we felt by going that route, you are actively involving the association. You're not dictating to them. You're allowing them the opportunity to police themselves to some extent because it's in their best interests to do so. That's how they're going to receive an increase.

If I understand you correctly, I gather when you scrape away most of the veneer, the answer is if we instituted that kind of a policy, and negotiations for a two- or three-year contract, we might face a doctors' strike. Is that what it is?

**Hon. Mr. Timbrell:** No. What I was commenting on was how amused I was at the

comment that this was so successful, the doctors were so happy with it. The fact of the matter is that when it was introduced the doctors went on strike. That's how happy they were with it.

**Mr. Warner:** Am I not correct that it is working today?

**Hon. Mr. Timbrell:** Well, it is in existence today. How well it is working, I don't know. It is hard to say.

**Mr. Warner:** What reports do you have from Quebec that would cause you to reject the plan?

**Hon. Mr. Timbrell:** Discussions with various officials.

**Mr. Warner:** How recently?

**Hon. Mr. Timbrell:** Some time ago. I guess it is the difference between your philosophy and mine. You say there is a problem—

**Mr. Warner:** No, it was called unanimous. That means all three parties: Conservatives, Liberals, New Democrats.

**Hon. Mr. Timbrell:** I understand what unanimous means. Thank you very much.

**Mr. Breaugh:** Why are you sitting on your own colleagues? That's not fair.

**Hon. Mr. Timbrell:** I don't see it as the panacea.

**Mr. Warner:** Attacking Jack Johnson is terrible.

**Mr. Breaugh:** That's unfair. Get Jack in here and let him defend himself.

**Hon. Mr. Timbrell:** What we do is, with each succeeding negotiation we move proportionately more in the direction of the general practitioners; that's what we've done in the last couple of negotiations, and that's our intention in this round of negotiations. In the apportionment of what is an average 6.6 per cent increase, the proportion would be higher for the GPs.

**Mr. Breaugh:** What did you give the GPs?

**Hon. Mr. Timbrell:** Last time?

**Mr. Breaugh:** This time.

**Hon. Mr. Timbrell:** That hasn't been worked out yet.

**Mr. Breaugh:** Is this going to be another one of those occasions when everybody else knows what the settlement is before we do?

**Hon. Mr. Timbrell:** No. It was arrived at on Thursday at the Klassen committee and approved today by the council of the Ontario Medical Association. The next step is to work on the apportionment.

**Mr. Warner:** Does this 6.6 per cent increase solve the opting-out problem?

**Hon. Mr. Timbrell:** Let's just go back to the other question. With the last agreement, it was apportioned in such a way that 8.9 per cent was the effective rate of increase for GPs that was intended out of what was then a 6.25 per cent increase.

As to your question, I don't know if the increase solves the problem; I don't think it aggravates it.

**Mr. Warner:** Time will tell, won't it.

**Hon. Mr. Timbrell:** Yes, time will tell.

**Mr. Warner:** It's 15.8 per cent now?

**Hon. Mr. Timbrell:** It's interesting, if you go back to the spring and recall some of the predictions which came from your side of the House, one would have expected a mass opting out of the Ontario Hospital Insurance Plan. But it hasn't developed.

**Mr. Warner:** But 15.8 per cent doesn't disturb you?

**Hon. Mr. Timbrell:** At this point I'd have to say no. Let me tell you why—

**Mr. Warner:** How high will it go?

**Hon. Mr. Timbrell:** Let me tell you why. Look at a couple of key indicators. First of all, the act of opting out has not affected the rate of utilization of OHIP; in fact, utilization is up again from last year. The other interesting indicator is that, even with this figure, we now have more opted-in doctors to population than we had when the plan began. The act of opting out in and of itself I don't think creates the problem. It's when it becomes something which in effect throws up a roadblock that people can't get necessary medical service. And there's no indication whatsoever that this is happening.

**Mr. Cooke:** Even in small towns?

**Mr. Warner:** But you were in front of the select committee in the summer, and we couldn't get an answer from you then—and I guess we won't get one tonight—as to what it will take to precipitate some action from this government to protect the universality.

**Hon. Mr. Timbrell:** First of all, we're one of only three provinces that have this opt-in, opt-out feature. The other seven provinces do not. There is absolutely nothing to indicate at this point that the universality is threatened, and I don't anticipate that it's going to be.

**Mr. Cooke:** What about the small towns?

**Hon. Mr. Timbrell:** It's not deterring people from necessary medical services.

**Mr. Warner:** And you'd still do nothing if they all opted out. Do you have an answer as to what the break point is before

the federal government decides not to supply you with the money?

**Hon. Mr. Timbrell:** I can tell you again that the system of opting-out, where it exists elsewhere, has been working very well. The figures are up in Manitoba, which is the other province that has—

**Mr. Breaugh:** Another Conservative government.

**Hon. Mr. Timbrell:** The system was established by the previous government, as a matter of fact, and it hasn't been changed.

**Mr. Breaugh:** It was screwed up.

**Hon. Mr. Timbrell:** Nope, it hasn't been changed; that aspect of it hasn't been changed.

**Mr. Rowe:** Try again.

**Mr. Breaugh:** We will; don't worry.

**Mr. Warner:** What percentage do we reach before the federal government will withdraw funds?

**Hon. Mr. Timbrell:** I don't believe a percentage has anything to do with it. What we have to be concerned about is whether there is any evidence that people are being deterred from necessary medical attention, and there is no such evidence.

**Mr. Warner:** I take it from your answer that what we have to do as members is, where a community is in trouble because there is no available opted-in physician, we should notify the federal government, because that's the only way we'll get any action; then they will withdraw funds from you, and at that point we'll get some action.

**Hon. Mr. Timbrell:** My experience with you is that you will draw your own conclusions regardless of the evidence and do whatever you want, regardless.

**Mr. Warner:** What is it you are going to do then?

**Hon. Mr. Timbrell:** I'm telling you that right now we have one of the best universal health-care systems in the world. You want to beat the doctors over the head for your own political purposes.

**Mr. Warner:** You didn't even read the report. Because had you read it—if you want to accuse me of that, then accuse your own colleagues; and accuse the Liberals as well.

**Hon. Mr. Timbrell:** No, hold it, I'm not dealing in particular with that recommendation at this point; I'm just talking about your general thrust.

**Mr. Warner:** I'm talking about something very specific.

**Hon. Mr. Timbrell:** I'm talking about your general thrust, and that's a great difference between us.

**Mr. Vice-Chairman:** Order.

**Mr. Breaugh:** Why are you calling for order, Mr. Chairman? I want to take exception to a proposition put by the minister that we want to beat doctors over the head. I don't recall any member of this party ever suggesting that kind of physical abuse.

**Mr. Vice-Chairman:** The order was called to draw your attention to the fact that I, as chairman, feel that you've strayed just a wee bit. Beyond that, we have passed six o'clock.

I would ask what is your pleasure; do you wish to continue debate on this item or would you like the vote to be called?

**Mr. Warner:** Mr. Chairman, I wish to continue debate. I think we're into an extremely important area. The minister made an announcement today and in so doing obviously rejected the unanimous decision of a select committee of this Legislature. It deserves some more attention. In fact, since we will be adjourning until tomorrow, perhaps that will give the minister an opportunity actually to read the report. That would be a good start.

**Mr. Vice-Chairman:** It was our hope at the beginning of the meeting today that we would finish vote 3101; however, time does not permit. We'll call the meeting as adjourned until tomorrow and continue tomorrow on item 11.

The committee adjourned at 6:03 p.m.

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## SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)  
 Breaugh, M. (Oshawa NDP)  
 Cooke, D. (Windsor-Riverside NDP)  
 McClellan, R. (Bellwoods NDP)  
 Newman, B. (Windsor-Walkerville L)  
 Rowe, R. D. (Northumberland PC)  
 Sweeney, J. (Kitchener-Wilmot L)  
 Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)  
 Van Horne, R.; Vice-Chairman (London North L)  
 Warner, D. (Scarborough-Ellesmere NDP)

### From the Ministry of Health:

Backley, W. A., Deputy Minister  
 Dyer, Dr. A. E., Assistant Deputy Minister, Institutional Health Services  
 Fetherston, G. E., General Manager, Health Insurance Division  
 Rose, J. B. S., Assistant Deputy Minister, Administration and Health Insurance

### Also taking part:

Surplis, Dr. D., Government Caucus Office









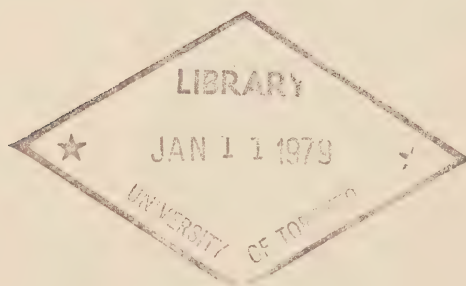
No. S-37

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health



**Second Session, 31st Parliament**

Tuesday, December 12, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

TUESDAY, DECEMBER 12, 1978

The committee met at 3.40 p.m.

## ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I see a quorum. Would the minister wish to repeat what he was saying?

**Hon. Mr. Timbrell:** I was saying that we have been trying all day to arrange for the official guardian and me to have a discussion on this matter.

**Mr. Chairman:** The matter of sterilization.

**Hon. Mr. Timbrell:** Yes. Inasmuch as he was in London last night and I was tied up this morning, I may at some point, with the indulgence of the committee, ask for a five-minute recess or whatever so that if we are able to locate him, I can have that discussion.

**Mr. Breagh:** I take it at that point you will make the statement you promised yesterday.

**Hon. Mr. Timbrell:** I think the statement in the House covered that.

**Mr. Breagh:** That was the statement?

**Hon. Mr. Timbrell:** Yes.

**Mr. Warner:** That was it?

**Hon. Mr. Timbrell:** Yes.

**Mr. Chairman:** In the meantime, I guess we carry on.

On vote 3101, ministry administration and health insurance program; item 11, health insurance:

**Mr. Warner:** Mr. Chairman, before I begin, I would ask your indulgence. Because of the important nature of the item which was raised with the minister yesterday, if during the proceedings today he receives any other information about a meeting or whatever else is useful, may he be permitted to interrupt the proceedings and inform the members? It is an extremely important issue.

**Mr. Chairman:** I think that could be done, Mr. Warner.

**Mr. Warner:** When we left off yesterday, the minister was attacking me viciously and meanly, saying I wished to beat doctors over the head or some such comment. The

minister has likely calmed down since then, at least I assume he has. I would like to draw the minister's attention to what I think is an important document, which he may have had a chance to read. It is the report of the select committee on health care financing and costs. It was tabled October 17 of this year. I would like to draw his attention in particular to the section dealing with the OHIP fees to doctors covered on pages 33 through 36. I'm not going to read the entire portion, but there are a couple of important points that were brought out by the committee. The committee discussed the section of the Medical Care Act, 1970, and quoted it in the report. The report goes on to say that the committee was particularly concerned about three aspects of the statement. The committee, and every place it says "the committee" the minister should realize that this was unanimous approval from all eight members representing the three parties, endorsed the principle of providing insured services on uniform terms and conditions to all insurable residents of the province and questioned whether the uniformity of access is consistent with different charges for different kinds of patients as could occur under balanced billings, and as does occur, to some extent, in the case of opted-out physicians. Secondly, in light of the Saskatchewan experience and the study that went with it, the committee was fearful lest the imposition of user charges, in whatever form, impeded or precluded reasonable access to insured services. "In particular," the report states, "the committee is troubled by recent increases in the proportion of physicians who are opting out of OHIP, particularly where most or all of the physicians in a community opt out. This constitutes a direct challenge to the principle of universal access." It goes on. It said that in particular, to paraphrase, the committee felt it was a result of doctors being dissatisfied over their level of fees. The committee recognized, and it says so on page 75, that currently, the average medical practitioner in Ontario has gross annual billings of over \$80,000 and after practice expenses, a net annual income of over \$55,000. This does not seem to be unreasonably low in the com-

mittee's view. On the other hand, a fee of \$7.35 for an office visit to a family physician and a \$14 charge for a home visit did not strike the committee as being adequate or even reasonable, the comparison being between the level of fee and the eventual income. The conclusion drawn: If the fees are low—

**Hon. Mr. Timbrell:** What do you mean by eventual income?

**Mr. Warner:** The annual income, on average, being about \$55,000, which is a pretty reasonable sum of money, more than reasonable and certainly higher than almost everyone else in the province—

**Hon. Mr. Timbrell:** That is the average for all doctors?

**Mr. Warner:** Yes, in the province of Ontario. When you break out the GPs for example—and the minister may be aware of the study which was done with information collected from the doctors themselves—the average general practitioner in the province earns about \$47,000 a year after expenses, based on a 48-hour work week by the doctors' admissions. That study was tabled with the committee as well. So the committee felt the salary paid wasn't unreasonable.

The level of fee being low means the doctor must process so many more patients to maintain his income; that was the source of the concern. Therefore, on page 36—and this is the operative part, this is an extremely important part, and the part about which I, as a member of that committee, am very concerned with the decision which this government has made: "The committee urges the government to reconsider its policy with respect to the OHIP schedule of benefits. In particular, it commends to the attention of the government a system of negotiating fees and utilization rates concurrently, so as better to promote the two objectives of quality care and cost containment, without economically penalizing medical practitioners." I just interject, fair and reasonable. That is why I was not happy with the minister's comments that I want to beat doctors over the head.

"If, for example, the government were to negotiate a multi-year agreement with the profession, incorporating a substantial increase in fees in exchange for a commitment to hold constant the level of utilization (decelerate the 'revolving doors') both these objectives could be achieved. To ensure cost containment, the fee increase for subsequent years could be made contingent on the utilization performance in the first year." That meant on a province-wide average, not doctor by doctor obviously.

That was the report of the committee. I would like to know what reasons would the minister have for rejecting that proposal which was agreed to unanimously by the committee, and instead maintaining a system which apparently is resulting in more and more doctors opting out—percentage-wise, this is not raw numbers, since we are up to 15.8 per cent now. Why would you continue the old ways which don't seem to be working, when the committee put before you a very rational and reasonable approach and one which we felt would help to solve the problem?

**Hon. Mr. Timbrell:** Mr. Chairman, I guess I start with a belief that the present system is working in terms of the basic roots of the health care system we have. It is based on a recognition of the role of the medical practitioner as an independent professional. They are not civil servants. You used the words that you didn't dispute the salary paid. It is not a salary being paid, for the most part. That is earned income based on a fee-for-service structure. Some would be on salary, of course, but the bulk on fee for service.

I recognize and share with that committee the concern about discontent among the GPs relative to overall incomes. They are looking at the specialists. I think the way to resolve that is in terms of the annual negotiations and the proration of the agreed-upon amounts in the settlement. In the report you indicated a concern about the revolving-door syndrome and certain practices.

As far as medically unnecessary services are concerned—again, that is a universal concern—I don't think the type of system which was proposed in the report and which is basically the regie system from Quebec answers that problem. I have seen no indication that, in fact, it answers that problem. That doesn't stop the individual who is prepared to thumb his nose at his profession and take his chances with things like the medical review committee which we have in OHIP and with the college.

[4:00]

It seems to me that before you dismiss the present system in Ontario you have to look at certain basic facts. The fact is that among those who are on the front line, the first line, about 92 per cent of general practitioners, who are the first people whom your constituents and mine see, have opted in. We've got more opted-in physicians than at the beginning of the plan, both in terms of sheer numbers and in terms of a ratio to population.

We have a system that has worked well for nine years, and although we are going



through an unsettled period, we're not alone. I met with one of the western health ministers who was in town a couple of weeks ago. Their system is organized somewhat differently from ours, but the concerns are the same and some of the rhetoric is the same. It's just a general level of unrest and concern in the country.

I think you have to realize that there are two basic things in the health care system: people are going to get sick and are going to see their doctors. It is important to us, in order to serve those people who are going to get sick, that we should have a medical profession which is committed to the health care system; not that we try to bring them under the thumb of government or to make them de facto civil servants of government, but to maintain, and if possible even enhance, what has become a pretty good partnership and working relationship. That's the only way the health care system is going to continue to maintain its excellence, and not by clobbering the doctors over the head, if I did accuse you of wanting to do that.

**Mr. Conway:** Is that not somewhat unparliamentary?

**Mr. Warner:** Not to mention, unkind.

**Hon. Mr. Timbrell:** No, not unkind; accurate, I think. It's all part of your fix-it philosophy. That's a theory I'll go into sometime.

**Mr. Warner:** I'd be quite happy to retract and to say that I was wrong, but I don't recall, or I don't think the minister can ever find in Hansard in the time that I've been here, an instance of my attacking the medical profession and saying I was going to beat them down or maltreat them in any way. Somehow you've got this impression and I don't know how. I don't understand it.

**Mr. Conway:** Where is Donald Aitken now?

**Mr. Warner:** Yes, what happened to him? I believe the minister is making a mistake in continuing with a system which has some problems in it. You have to work with the physicians, but I believe the universality of the program, the universal access, is the prime consideration. That's the problem that has to be addressed.

What you're doing is you're leaving it open for some problems down the road, maybe not in Metro Toronto and maybe not in a large centre, but in smaller communities there are only one or two or three doctors. If they all opt out, you're asking for trouble. I don't see from anything you've told me so far how you're prepared to handle that, you've never indicated how you would handle that problem. Secondly, I don't see that you have any

realistic approach to the problem. You seem to be saying you'll continue negotiations and the problem is going to go away. It's not.

**Hon. Mr. Timbrell:** I think you contain the problem and ensure that you don't create a problem by trying to provoke a confrontation where a confrontation isn't needed. I do not believe that the act of opting out, in and of itself is a threat to accessibility or universality. In practice, in most opted-out practices you will find that the physician is careful not to extra-bill his senior citizen patients and not to extra-bill those patients he knows are on fixed or limited incomes; that is in most instances. I think this is why we're not hearing from the public, because the doctors are being very careful about it. If you look at the Wolfson report, for instance, I think if memory serves me correctly that indicated a lot of doctors opt out and never bill more than what the plans pays. It's just a matter of principle. They feel, and it's one of these situations where perception is more important than reality, that the act of opting in, in effect puts them under the thumb of government—well the heel, some part of the anatomy.

**Mr. Breaugh:** Jackboot is what it is.

**Hon. Mr. Timbrell:** I've never owned a pair of jackboots in my life.

**Mr. Conway:** We won't go into that.

**Hon. Mr. Timbrell:** No we won't go into that either. As I said, I don't see the act of opting out in and of itself as being a threat to the universality and the accessibility. Otherwise we would be hearing a lot more from individuals out there, as it were, than is the case. In most instances, in addition, the individual has the right to choose another doctor or to challenge the doctor by not paying.

**Mr. Warner:** I just have two last quick questions. While I appreciate the fact that as the minister you could explain that doctors have an aversion to this government, that certainly isn't unique among people in Ontario, it certainly is understandable—

**Hon. Mr. Timbrell:** Mr. Chairman, I can't resist any longer reminding the member—he may have heard the expression when he took his teacher training, I certainly heard it—that sarcasm is not wit, but merely the babbling of a diseased mind. It's an expression you might want to bear in mind.

**Mr. Warner:** Who could recognize it better than you? Does the minister intend to respond to the report from the select committee; and if so, when?

**Hon. Mr. Timbrell:** I don't intend to make a formal response and put a heading on it: Response to the Select Committee Report. There are, as you know, very few recommendations or comments in there that are particular to health programs. That is one; another one you've got in there—yes, you recommended that there be a per diem for chronic care.

**Mr. Warner:** Dental care for children.

**Hon. Mr. Timbrell:** Yes.

**Mr. Warner:** Fluoridation, trying to keep junk foods out of the schools; there's at least a half a dozen important items.

**Hon. Mr. Timbrell:** Would you like to discuss each of the items?

**Mr. Warner:** No, I just wondered. What really disturbed me, first of all, and I took it as a lack of interest, was that you chose not to take part in the debate in the House even though you were allotted 20 minutes. So far you've chosen not to respond to the report and I guess that as a member of the committee I'm just very disappointed, for one, and quite annoyed—

**Hon. Mr. Timbrell:** Now look, let's just go through the issues.

**Mr. Warner:** —that the committee could reach a consensus in so many items, and the Minister of Health is obviously not interested. Otherwise, I would expect some response indicating whether you disagree, or whatever.

**Hon. Mr. Timbrell:** Let's go through the recommendations. In support for your conclusion about a chronic care per diem, you would have to include that in our discussion, I guess in this room at the select committee, at which point I acknowledged that there was a problem, that we would, at some point probably have to look at a chronic care per diem to remove the disincentives that presently exist with respect to the relationships between various types of care, extended care and so forth. So part of the basis for your conclusion was my evidence before the committee.

With respect to the question of junk foods, I think we discussed that at committee, that it's basically the responsibility of the school board, but that a number of boards of health, notably that of the city of Toronto, and it is a public health measure, have become more and more involved over the last few years in the question. In fact, I think memory serves me correctly, the city board of education, at the urging of the city board of health, has banned "junk food" from their school cafeterias.

**Mr. Conway:** Are you still eating Life-savers?

**Hon. Mr. Timbrell:** It beats other things.

**Mr. Breaugh:** He smokes too.

**Hon. Mr. Timbrell:** You want to go through all my—

**Mr. Blundy:** Give him a chance to confess.

**Mr. Breaugh:** We don't have time, we've only got three hours and 40 minutes.

**Hon. Mr. Timbrell:** Sorry, what were the others?

**Mr. Warner:** Fluoridation.

**Hon. Mr. Timbrell:** It is the policy of the government, that fluoridation is up to local option. Clearly, in letters I sent out this fall to questions from electors in various parts of the province, I made it very clear that, totally aside from what the ministry thinks, I am a very strong supporter of fluoride. I know in some instances my letters were used by pro-fluoride campaigners with my blessing. It is the policy of the government that it be local option. What else?

**Mr. Warner:** Dental care for children?

**Hon. Mr. Timbrell:** That has been discussed on a number of occasions. I don't think there is any disagreement. We discussed this in the committee as well, I am pretty sure. We discussed the fact that fully 20 some per cent of the population are now covered by collective agreements. With each passing year, more and more collective agreements include dental plans.

**Mr. Breaugh:** That leaves 80 per cent out in the cold.

**Hon. Mr. Timbrell:** There are numbers of people, whatever the numbers are, who are on some form of public assistance or another, who are in receipt of dental care.

**Mr. Warner:** You can't skirt that one.

**Hon. Mr. Timbrell:** Finally, I think I pointed out to you we are prepared, in the longer term, to implement such a program. The members, somebody can certainly correct me if I am wrong, but the estimates of the cost of such a program is something in the order of \$350 million, which we don't have.

**Mr. Warner:** When the committee raises it, you can't skirt that one, you really can't. There isn't a commitment from this government to undertake a dental care program for children, whether it is phased in over a period of years or not.

**Hon. Mr. Timbrell:** First of all, you have a preventive dental care program through virtually every health unit in the province in the elementary schools. With each passing



year, you have greater and greater use of fluoride washes in the schools. Several of the health units have developed not only preventive dental programs but treatment programs which are available and are funded either out of local tax revenue or per capita payment by parents, or by both. The number of programs developed over the last few years is quite extensive. You still come back to the fact that as far as the development of a government program is concerned we simply don't have the money.

**Mr. Warner:** I understand about the money. There isn't the commitment, we understand that. We said, "The committee recommends that high priority be given to consideration of a school age dental program in Ontario as an extended health benefit." There was three party unanimous approval of that suggestion.

**Hon. Mr. Timbrell:** I think it is a great idea.

**Mr. Warner:** Everybody understands the cost. Everybody understands that. We know it is expensive, but if you don't begin today you are never going to get one. If you keep putting it off because it is expensive, you'll never get one; but if you say you are going to do it over a period of years, whatever it is, you at least are going to make a beginning.

**Hon. Mr. Timbrell:** I have already pointed out there is a fairly extensive preventive dental health program which has existed across the province. I think there are times when governments can expand and there are times when governments have to restrain. We are clearly in a period when governments have to restrain. It's not a period for expansion of government programs in a large way.

**Mr. Warner:** I'll tell you, I would trade a Minaki Lodge for the beginning of health dental care for children any day, even the most modest beginning.

**Hon. Mr. Timbrell:** It wouldn't even begin it.

**Mr. Warner:** I bet if you went through the list, you could find a few other Minaki Lodges to trade off for some good dental care for children.

**Hon. Mr. Timbrell:** Mr. Chairman, that's great rhetoric.

**Mr. Warner:** It is also dollars.

**Hon. Mr. Timbrell:** It is great rhetoric because the honourable member knows it is not a question of exchanging one priority of the people, and therefore government activity, for another, but trying to keep them

in some kind of balance. You don't wipe out resort industry programs or you don't wipe out conservation programs so you can put more into health and more into education; you try to keep them in balance.

**Mr. Warner:** Fine, I understand if you want to defend Minaki Lodge, go right ahead; all I am saying is in terms of priorities you have got them mixed.

**Mr. Chairman,** very quickly, because I know other members want to get in, I raised this during the committee and I understood the minister was going to do something about it: my colleagues continue to receive bills from doctors for Xeroxing medical reports which are required when helping to defend constituents at the Workmen's Compensation Board of Ontario. Now when will the practice stop?

[4:15]

**Hon. Mr. Timbrell:** Let's just go back a bit. The problem is not over Xeroxing reports. Where it is a problem is when members ask doctors to do summaries of reports.

**Mr. Foulds:** Both things.

**Hon. Mr. Timbrell:** Xeroxing is not the problem with the ones I have been hearing about.

**Mr. Warner:** I just want to know when it is going to be stopped. I don't intend to pay; you said that you wouldn't pay.

**Hon. Mr. Timbrell:** If you had been here at estimates in November you would have heard me say that after several months reflection on the matter, recognizing that the reports are not an insured benefit and recognizing your concern, and also the select committee report about proper compensation for time spent by physicians and the fact that was time they couldn't spend on compensable items, that the decision was the physician deserves to be compensated.

**Mr. Warner:** You reversed your stand, then, because you said, in front of the committee this summer, that you would not pay.

**Hon. Mr. Timbrell:** I know what I said then. I said later that on reflection over several months I had changed my mind.

**Mr. McClellan:** Who is going to compensate them?

**Hon. Mr. Timbrell:** I went on to point out, at that estimates committee, that everyone of us, as members of the House, gets \$7,500 a year tax-free to cover expenses. We also get an expense allowance for our constituency office.

**Mr. Warner:** I should start shelling out \$100 for every report I require to defend a constituent because your government, through



the Workmen's Compensation Board, isn't treating them properly? There's something for you.

**Hon. Mr. Timbrell:** The issue comes down to the question that the health insurance plan covers medically necessary acts. These are not medically necessary acts. They take up time when a physician has to review—as I say, my recollection of my correspondence is that it has to do with preparation of reports, not Xeroxing, clearly, that's another issue.

I think you have a professional misconduct matter if somebody is charged \$25, or whatever, to Xerox some pages. There is a provision in the Health Disciplines Act with respect to overcharging. That is a different matter. But, when you are talking about preparing a report from scratch, when a physician has to sit down for half an hour with a patient's file and prepare a summary, then that is professional time for which he should be compensated.

**Mr. McClellan:** What about the provision of the Health Disciplines Act—

**Hon. Mr. Timbrell:** It shouldn't come out of the health insurance plan, which is for medically necessary acts. Sorry?

**Mr. McClellan:** What about the provision of the Health Disciplines Act which requires a doctor, under pain of professional misconduct, to provide a report of a treatment to a patient or to the patient's authorized representative?

**Hon. Mr. Timbrell:** Sorry, which section again?

**Mr. McClellan:** I think it's section 26, Health Disciplines Act. If a doctor refuses to provide a report of treatment rendered to a patient, or to the patient's authorized representative, that constitutes professional misconduct. It seems to me that obligation is imposed on a physician under the Health Disciplines Act. The doctor should not be required to impose a fee as a condition of releasing that report.

**Hon. Mr. Timbrell:** Again, I have not heard from many members saying that a doctor refused to provide a report. Rather, what is happening in a number of cases is that the doctor is saying: "Look, I had to spend some time on this and I am not compensated by the health insurance plan, therefore my professional time should be paid."

**Mr. Young:** I want to raise the matter of insulin with the minister. The problem is that in my riding there are several people who are very concerned because they have to have insulin to live.

**Hon. Mr. Timbrell:** Can I give you the information that I have to date? I saw a draft answer yesterday to the question you raised with me late last week. There was some material missing.

First of all, I have been able to determine that at the first of the year the price on the drug formula will be up six per cent.

You had another question about the broker. They confirmed they have a broker. The reason they introduced a broker into the system was that until about four or five years ago, I think we were net importers of pancreas and insulin crystals and through the use of a broker they have been able to develop a national self-sufficiency in pancreases for the production of insulin. That's all the information I can recall.

**Mr. Young:** Does this mean that, before that time, the packing houses were exporting the stuff and not selling it to the—

**Hon. Mr. Timbrell:** If I took the sense of the material that was prepared for me correctly, there was no properly organized national collection system for pancreases, and by using the broker they have been able to develop such a system and assure national self-sufficiency rather than having to import the crystals from the United States.

**Mr. Young:** It seems to me that with really only one customer, Connaught Labs, the packing houses would just naturally ship their stuff unless they could get more money by exporting it for soap or something of this kind. The broker seems superfluous, that's all.

**Hon. Mr. Timbrell:** I suppose it comes down to whatever the organizational setup of Connaught was at the time. They were clearly not organized to do it or they wouldn't have made a change in the first place. It was their conclusion that they were in the business of research and production of these biologicals and that they would go to somebody who was in that business, as it were, or who could do that, which is not a function of their operation.

**Mr. Young:** The fundamental quarrel I had with the whole setup was the fact that Banting and Best, when they discovered insulin, instead of doing what some other inventors do and capitalizing on it and making a fortune out of it, decided that in order for people to have it at cost they would grant their patent rights to the University of Toronto, I think it was at that time, for \$1, on the understanding that this would not be a profit-making undertaking.

Then the Rockefeller Foundation ploughed \$1 million into the Banting Institute, and the

Connaught Labs were built in the ward I represented in North York council. At that time it was a very exciting place. People were excited about what they were doing; it was a service to humanity and all this sort of thing.

Then the federal government decided it was going to shift publicly owned institutions like this to the private sector. It organized the Canadian Development Corporation, which at that time was still public but which now is in the process of becoming completely private, with shares to be sold on the public stock market. The common shares have not yet been issued but they will be, and my guess is that they are going to be gathered up pretty fast into the hands of private drug companies or some other syndicates who want to hold them for their own purposes.

The emphasis now is that, in defiance of and in contradiction to the original concept of the founders, it's to become a profit-making institution, and there has to be made a profit made out of the insulin there. Part of that profit, of course, will be this whole business of the private enterprise concept of getting the broker in—I don't know what he is being paid; do you know what the commissions are there?

**Hon. Mr. Timbrell:** No.

**Mr. Young:** I suspect they are fairly substantial. They must inevitably raise the price a bit although, if it results in increased efficiency, I suppose there's some argument for it. But here we have this whole idea of people who must depend on this drug for life itself—there's no alternative for them, and yet we're turning this over to a private company to make profit out of it—being held up for ransom in the sense that they must pay what the company demands.

A letter from the federal Department of Consumer and Corporate Affairs, dated September 6, 1978, had this to say: "From April 1974 to January 1978 these increases amounted to 70 per cent." And now another six per cent is coming; so there has been a 76 per cent increase during that period from 1974 to the present time on something which I think Banting and Best originally thought was going to be a great boon.

**Hon. Mr. Timbrell:** The bulk of which period was during the Anti-Inflation Board controls, so it would be based upon cost of production, basically.

**Mr. Young:** What will happen a year from now when controls are completely gone we don't know. And this Con-Lab, of which Connaught is the flagship, a subsidiary of the Canadian Development Corporation,

what proportion of the total expenses or the total profit have to be borne by Con-Lab we have no way of knowing at the present time, and I suppose there's no way we can find out since this is now a private enterprise corporation, not public. This just seems to me to be a hold-up. It perhaps again is an illustration of the fallacy of government policy both here and in Ottawa of getting the public sector into private hands and letting them make a profit-making item out of a thing like insulin.

**Hon. Mr. Timbrell:** The advantage in the public sector is that you can hide the capital costs, you can hide operating losses, you can hide any number of things. As I recall it, this is going back—and most of us in this room weren't involved in government at the time; you were—at the point when the university decided to give up the labs it was because they weren't able, because it hadn't been run with proper depreciation and usual business practices, to set aside money for modernization, renovation, new product line and so forth. They weren't in a position to be able to carry on and so it became one of the first acquisitions of the Canadian Development Corporation so that it could be brought up to date and new products introduced. As you know, they are now talking about new facilities at some point, to replace what they consider to be outdated facilities. Sure, if government can hide all these things or ignore all these things and pick them up some day, sure they can come in and show you different figures, but, in fact, the cost is the same to the taxpayer. Let's not forget that everyone who is over 65 and in receipt of the drug benefit plan is getting their insulin through the drug benefit plan. There are a large number of people, and I can't quote you chapter, verse and number right now, but a large number of people who would be on disability pensions through the Family Benefit Act and through the General Welfare Assistance Act who are receiving drug benefits and therefore are also receiving insulin. So there are a great many of our people who are in receipt of this drug benefit program, which is one of the fastest growing expenditures of the government, I want to point out, who are sheltered against that totally.

**Mr. Young:** Would you apply the term "hide" to that kind of operation?

**Hon. Mr. Timbrell:** I'm sorry?

**Mr. Young:** The operation where you subsidize the older people and those who can't afford it.

**Hon. Mr. Timbrell:** I'm sorry, apply what?



**Mr. Young:** The term "hide." You said that it was a case of hiding on the part of the institution the real expense. There is another word which I would apply; not hide, I would apply open subsidy of these things. When we come to defence, for example, of the national interest against an outside enemy, the army, navy, air force, we don't demand that they pay a profit, although unfortunately we buy these things at a very high profit from the private sector. We subsidize the defence of the people of this country from outside aggression, but here is a case where we should be subsidizing the defence of our people against the germ warfare which is waged against them.

I see nothing wrong with the kind of subsidization which took place at the provincial and federal level for this institution. Put it there on the books and say it cost us so much, depreciation, the whole thing. To do this we get so much in from our people and there is so much government subsidy. Here it is in the open, not hidden, and I don't think we should use that emotion-charged word of hiding in a case like this.

**Hon. Mr. Timbrell:** Basically what I'm saying is that I think that the cost to the public on a true accounting basis is probably no higher, maybe even a little lower, in the private sector because of the profit motive and therefore flowing from that the incentive for efficiency and so forth.

**Mr. Young:** But it's not lower for the people who have to buy the insulin.

**Hon. Mr. Timbrell:** We pay out \$1.2 million a year for insulin through the drug benefit plan. I'm not sure how that compares with total sales of insulin in the province, but I suspect it's a very high percentage that we're paying for totally.

[4:30]  
**Mr. Young:** We have now, according to what you have told us, enough insulin.

**Hon. Mr. Timbrell:** We are advised by Connaught—and they are the producers for Canada—that due to the introduction of the brokerage system Canada is now self-sufficient whereas before they were net importers.

**Mr. Young:** Do the brokers do the export then or do the packing houses?

**Hon. Mr. Timbrell:** I am not sure. They may well do some export as well.

**Mr. Young:** But we have all we need here?

**Hon. Mr. Timbrell:** That is what we are advised by Connaught.

**Mr. Young:** If we had more we couldn't use it; it wouldn't bring the price down or anything of that nature?

**Hon. Mr. Timbrell:** It's not the sort of thing you flood the market with.

**Mr. Young:** I'm talking good capitalist philosophy here.

**Mr. Conway:** I don't believe it.

**Mr. Breaugh:** There is no such thing as good capitalist philosophy.

**Hon. Mr. Timbrell:** Except that when you've got a single product in the country and a limited market I don't think you would flood the market with the stuff.

**Mr. Young:** You've got a monopoly situation here and you've got a market limited to the number of people—half a million people in Canada, I suppose.

**Hon. Mr. Timbrell:** I might argue there's a potential benefit in terms of the price and the incentive to be efficient, in that the government does in effect assure a very large market—for the over 65s and those in receipt of public benefits—because we pay through the drug benefit program.

**Mr. Young:** There is no answer at the present time, then, to those who will face increasing costs the first of this year? After the AIB is completely gone we are not sure what will happen. Is there no way of finding out what proportion of the lab costs are being borne by the insulin user in Canada?

**Hon. Mr. Timbrell:** I am sorry, your last point?

**Mr. Young:** We have no way of knowing what proportion of the costs of Con-Lab are being borne by the insulin users; that is whether this is priced artificially high because the users must have it to live?

**Hon. Mr. Timbrell:** First of all, if I may, most of the period to which you referred has been the AIB period, so there has been that scrutiny. I don't think a six per cent increase is all that out of line.

**Mr. Young:** But even with the AIB we had a 70 per cent increase over that period, which certainly must have broken the AIB guidelines.

**Hon. Mr. Timbrell:** No, because the AIB guidelines relate to cost of production, and if that's what it was costing—

**Mr. Young:** When the total cost was figured in, without subsidy?

**Hon. Mr. Timbrell:** The other thing you pointed out, and I'm sure not expert in this, is that as the years go by there are more and more techniques being experimented with to treat diabetes that don't involve insulin. This has to do with diet and various other regimens that are prescribed by doctors, so that more and more the prospect of people not



having to rely on it grows larger on the horizon.

**Mr. Young:** I might ask one final question along the line of the philosophy of your own government. You don't hesitate to subsidize in large measure certain corporations—Ford, for example. You pour in millions in subsidies there, or hidden costs or whatever you might call it. Why is it not just as logical to subsidize Connaught in this field of human betterment, particularly in view of what has happened in the past and how this thing was given to the human race by the inventors without profit to them?

**Hon. Mr. Timbrell:** I would argue the assurance of a guaranteed market, of the base for a very large market. I don't know whether I would call it a subsidy, but certainly it is a mainstay provided by government for that operation. That would have the same net effect of maintaining this as a viable enterprise in Ontario and Canada.

**Mr. Young:** You mean the part of the market that is picked up by OHIP, and the elderly and others who need it?

**Hon. Mr. Timbrell:** Yes.

**Mr. Young:** I think that's all I have. Thanks very much.

**Mr. Conway:** I am wondering, just before I ask one or two questions on this particular vote, whether there might be some agreement? I recognize that a lot of members wish to get on the roster. I am wondering if there might be an informal agreement, perhaps, to waive proceedings vote by vote? We only have an hour and 40 minutes left, if that. We might never get beyond health insurance if we stick rigidly to proceeding vote by vote. I don't know how other members feel about it, but I just throw it out as a suggestion. We can take it item by item and vote by vote; but that—

**Mr. Breaugh:** I think, Mr. Chairman, we can go vote by vote and let the members present indicate which items they wish to speak on.

**Mr. Conway:** Fine. I wanted to make one or two comments. This may have been addressed yesterday when, unfortunately, I had to be away. On vote 3101 generally, Mr. Chairman, I'd just like to ask for what I am sure will be a quick clarification. I noticed, in item 1 of vote 3101, regarding the main office, there is a rather impressive increase of \$817,000. Expressed as a percentage that is quite startling. What accounts for that increase? I know you have surrounded yourself with some pretty impressive staff additions,

but I wouldn't expect the salaries to be in that order.

I am looking at your briefing book, page 14. It is expressed best there. Your estimates are roughly \$3.492 million. Last year's actual expenditures were \$2.675 million. That is a very significant increase. I don't think there is a vote in this ministry's estimates that has that order of increase. I am just wondering if I could ask the minister to explain whether or not it is a transfer that would cause such an increase.

**Mr. Breaugh:** Speech writers.

**Mr. Conway:** I recognize that Mr. Surplis is not a cheap addition. It makes me wonder whether leadership campaigns are being contemplated.

**Hon. Mr. Timbrell:** It's a lot of little things.

**Mr. Conway:** I draw your attention to the fact that some time ago, when we began these estimates, I went through a number of the other votes. I didn't see an item that had quite that kind of increase.

**Hon. Mr. Timbrell:** We added affirmative action staff. That cost \$53,000 in addition to last year.

**Mr. Breaugh:** The affirmative action count today is one for 16. Yesterday it was one for nine. By spending more money and getting less—

**Hon. Mr. Timbrell:** You scared them off, they don't want notoriety.

**Mr. Conway:** Women don't want to work for you, then?

**Hon. Mr. Timbrell:** French co-ordinator staff was added; that's a \$33,000 item, for the co-ordinator and secretary and support. The metrication responsibility was transferred from supplies and services to the main office; that's another \$27,000. We contract staff for the mental health study; this relates to the Ontario Council of Health, \$80,000. Salary awards were \$39,000. Temporary help, which had previously been covered under the services account, was transferred, \$88,000. This is throughout the main office. Merit increases were \$11,000.

Under benefits, our portion of the unfunded liability of the public service superannuation fund cost us \$37,000 more. As far as salary increases are concerned, the ratio for benefits increases was \$22,000. There's a further \$7,000 for benefits in relation to salary increases for regular staff and for unclassified staff.

We put in \$20,000 to cover what was expected to be our WCB contribution, but I am not sure if it is going to be that amount.

Then we deleted. We had one full-time retirement, and that was \$20,000 off. Under transportation and communications, the affirmative action program increased by \$8,000. There was a \$9,000 reallocation to the council of health. Metrication, under transportation and communications, cost another \$3,000. A French co-ordinator, under transportation and communications cost \$5,000.

It is all a lot of little items. Some of these categories keep coming up. The French co-ordinator comes under salaries and wages; it comes under transportation and communications; it comes under services, supplies and equipment.

**Mr. Backley:** And the mental health services programs too, \$120,000.

**Mr. Conway:** I looked at the notes earlier on this, I didn't bring the main book with me this afternoon. I would guess \$800,000 out of \$2.6 million is a 30 per cent increase.

**Hon. Mr. Timbrell:** It's big, yes.

**Mr. Conway:** I was just thinking what I'd say if I were a hospital administrator or someone who was living within guidelines of four, five, or six per cent and I looked at these estimates and found the item over which the minister, the political leader in this restraint program, had most direct control. I think you can argue that way when one sees this rather substantial increase. I was just adding up the figures. Either a lot of things had to happen in this one year or the planning has been somewhat sloppy.

I just want to record my unhappiness with the fact that kind of increase can occur in one year at a time when many people are being forced, as you know and we all know, to live with substantially less. I would just suggest to you that it might be wise and politic in the future to spread these kinds of necessary increases where they occur—and I'm not quibbling that much of it is not necessary—over perhaps a greater period of time.

I want to reiterate that if I were one of the several hundreds or thousands of people whose income or operational budget was being restricted to the guidelines, I would be very unhappy to see that kind of increase. I point out to you, it's atypical of the pattern in the rest of these estimates by and large.

**Hon. Mr. Timbrell:** I suppose we could have put the cost of the mental health study, for instance, somewhere else. We put it here because the Ontario Council of Health reports to me and therefore it comes under the main office.

**Mr. Conway:** I agree that's the place for it.

**Hon. Mr. Timbrell:** Are you saying we shouldn't do that?

**Mr. Conway:** No, I'm just saying that's \$120,000 of \$820,000. Was it, or did I not hear you correctly?

**Mr. Backley:** There are also salaries. It amounts to actually nearly a quarter of a million of the \$800,000—

**Hon. Mr. Timbrell:** That's right. I'm not sure what it adds up to for the French co-ordinator.

**Mr. Backley:** It would be over \$50,000 of the \$120,000.

**Mr. Conway:** You get the distinct impression, though, that restraint was not there.

**Hon. Mr. Timbrell:** It's \$63,000 for the French co-ordinator. That's part of the overall government policy to promote bilingual services. I would hope you agree with that.

**Mr. Conway:** Oh absolutely.

**Hon. Mr. Timbrell:** That person reports directly to the deputy minister and therefore comes under the main office.

**Mr. Conway:** My point is—

**Hon. Mr. Timbrell:** Really, your point is that we should hide them elsewhere.

**Mr. Conway:** Not at all. I'm saying that I think at a time when this ministry is properly indicating to the community that restraint is obviously necessary, that leadership by example is not a bad place to start. In this particular vote, there is some real reason to argue that restraint has not been too operative in the main office vote, that is the point I'm making. I think the general observation is supported by the pattern of increases, a lot of which I think probably could have been controlled, either previously or in this past year to a greater degree than they were.

**Hon. Mr. Timbrell:** I think you have to go beyond this. I take it you're not taking exception with any of the activities that have been added, the French co-ordination position, the mental health study and the expansion of affirmative action. Really what you're saying is it shouldn't all be there.

What's more, you also have to go beyond that. This question comes up, obviously, from time to time, about the cost of administration of the ministry. You have to go beyond that and look at what we have been doing with the ministry. In the last four years something like 1,400 positions within the ministry have been eliminated, not shuffled around, eliminated. We have in fact lost positions to the Ministry of Labour, for occupational health and we have lost



staff to the Ministry of Environment for environmental health, but we have also eliminated 1,400 positions in the ministry in the last four years.

**Mr. Backley:** Including the top end of the ministry.

**Hon. Mr. Timbrell:** That's right, including the top end.

This current year an assistant deputy minister retired and we didn't replace him. We've eliminated executive director positions, senior positions, all down the line. The superstructure of the ministry has progressively shrunk.

**Mr. Conway:** Let me particularize at the top end very specifically. Has your personal staff suffered a shrinkage or indeed has it been added to?

**Hon. Mr. Timbrell:** I think you'll find my personal staff is the same size and numbers as that of my predecessor.

[4:45]

**Mr. Conway:** So that in the course of the past year and a half the actual dollar sums have not been out of line, taking into consideration just basic inflation?

**Hon. Mr. Timbrell:** I don't believe so. My predecessor had a number of part-time advisers. I don't. In terms of numbers of full-time people, I think we're about the same.

**Mr. Conway:** Fair enough. I just wondered about that.

**Hon. Mr. Timbrell:** I'll check that if you want, but I'm pretty sure.

**Mr. Breaugh:** There's an old Irish proverb, "Do as I say, not as I do."

**Mr. Conway:** I stay away from the Irish religiously.

**Hon. Mr. Timbrell:** The Irish religion?

**Mr. Conway:** Religiously.

**Hon. Mr. Timbrell:** I might just say on that, with the scope of the ministry, the minister's office, having now been in three posts, is larger than in my two previous portfolios. There's no way I could possibly have justified the size of staff I have in my previous portfolios. If at some point I were to go to a different ministry it would be scaled down accordingly. Given the scope of activities, sheer volume of mail and the meetings and so on, I can assure you, nobody's slacking.

**Mr. Conway:** I'm not for the moment suggesting anything other than that the factor of increase in the main office estimate is, I think, if not alarming certainly an unhappy indication to those under you that 30 per

cent increases are operative in the main office but not in the field.

**Hon. Mr. Timbrell:** Okay, fair enough. But if you took out the mental health study, took out the French co-ordination program, took out the expansion of the affirmative action program I think it would be seen in quite a different light.

**Mr. Backley:** On the expansion of the affirmative action program, it was the fact that previously these ladies had been seconded from elsewhere within the ministry and in order to get the full salary cost identified we transferred the cost of their salaries to this office for the first time.

**Mr. Conway:** Fair enough. On health insurance, what is the status of the much talked of move to Kingston, and in particular what are the latest figures on those of the present group who have been asked whether or not they would be moving? What's that percentage now? Are over 20 per cent of those presently in the unit in Toronto prepared to move to Kingston?

**Mr. Rose:** The figure still stands at 900 for the ministry, but there's been some change in—

**Hon. Mr. Timbrell:** No, no. What he's asking is how many have indicated their intention to go. That's the question.

**Mr. Rose:** The point is we've changed the organization within OHIP so that those who were originally going are not going anyway, they are going out to district offices rather than to Kingston. Of the couple of hundred jobs in OHIP that would move, I'll have to ask Mr. Fetherston the number that have indicated.

**Hon. Mr. Timbrell:** We're back to a statement I made in Kingston on July 18.

**Mr. Conway:** Yes, which I have read religiously. Before you do that, I hope you can in your answer translate what Mr. Rose tried to tell me. I must say I'm entirely lost.

**Hon. Mr. Timbrell:** In the statement in Kingston what I indicated was that there have been a number of changes in OHIP earlier this year in branches that were previously designated to go. This was public knowledge. As you know, this had led to various rumours that the move was off and so forth. On July 18 I said the move is on, the land is acquired, Government Services is working—

**Mr. Conway:** Around the clock.

**Hon. Mr. Timbrell:** I wouldn't quite say that.

**Mr. Conway:** Lorne works that way.



**Hon. Mr. Timbrell:** They're working on the design aspect. I'm not sure where they are at this point with architects and so forth. I was there to assure them that a minimum of 900 jobs were coming to Kingston.

**Mr. Conway:** And that those noisy obstructionists on the select committee would not have their way.

**Hon. Mr. Timbrell:** Only one. The question of the mix of the 900 at this point is not decided.

**Mr. Conway:** That really is the question. I take it from Mr. Rose's comment that basically—

**Hon. Mr. Timbrell:** That was not a religious comment.

**Mr. Conway:** Spoken like a true Sydenhamite.

**Hon. Mr. Timbrell:** At least you know where it is. I don't think these people do.

**Mr. Conway:** That's right.

**Mr. Breagh:** I beg your pardon.

**Hon. Mr. Timbrell:** Oh, you do.

**Mr. Conway:** There will be a historic plaque there some day.

The point Mr. Rose was making is that they have basically decided they will not be allocating those people who were to go to Kingston—those people now will be staying. I believe there were figures tabled by the union showing that, as of midsummer, only about 20 per cent of that unit was prepared to move.

**Mr. Backley:** He was saying the same thing the minister was saying: Because of the reorganization in the Ontario Health Insurance Plan, some of the people who were previously going to go to Kingston now aren't going to go to Kingston. There hasn't been a decision as to the final package that is going to go to Kingston. We haven't done another survey amongst them—because we don't know who the final package is—to ask, "Do you want to go or don't you want to go?"

**Mr. Conway:** The reorganization in OHIP had nothing to do with the move to Kingston?

**Mr. Backley:** No. Just a change in technology; that's all.

**Mr. Fetherston:** It's a decentralization to the district offices.

**Mr. Conway:** So you had planned this reorganization in the first instance including this group that was to go to Kingston, but when the reorganization was concluded, you decided that group was not going to go to Kingston after all?

**Mr. Backley:** We decided that it would be beneficial, from a technological point of

view, to decentralize to our regional offices—if I can just take a step back: Enrolment at the present time is primarily a centralized function, with only representatives in the regional offices. With the new technology, it was decided that it would be better to decentralize enrolment in the same way that we have decentralized claims operations.

**Mr. Conway:** I'm sort of like the Minister of Agriculture and Food, waiting for someone to tell me how government works, but do you normally engage in a reorganization and then make those kinds of changes in midstream?

**Mr. Backley:** If we can save—

**Hon. Mr. Timbrell:** Money.

**Mr. Backley:** — a couple of hundred persons in the meantime, or salaries, yes; otherwise, we would be incurring needless expense.

**Hon. Mr. Timbrell:** Our recommendation, which went through Management Board and Cabinet, was to effect these economies in the full knowledge of the government's commitment to Kingston. The head office of OHIP will still be in Kingston. It will be a smaller head office because we are decentralizing. The government's commitment is for 900 jobs. What is not decided is what makes up the difference between what will be the head office of OHIP and that commitment.

**Mr. Conway:** Fair enough. I am solid partisan for Kingston's better interest in this matter as I have been all along.

**Hon. Mr. Timbrell:** When did you become one?

**Mr. Conway:** Presumably, the government is proceeding through the Ministry of Government Services to get land to build certain structures.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** The structure that is ultimately put there has really no bearing on the kind of people who are going to be there? There is no relationship?

**Hon. Mr. Timbrell:** It is a general-purpose office building.

**Mr. Backley:** We don't have any particular specialist requirements.

**Mr. Conway:** The government has offered 1981 as the date for the move to begin to occur? Is that still true?

**Hon. Mr. Timbrell:** I think we indicated in July that it was 1982.

**Mr. Conway:** It is getting more elastic.

**Hon. Mr. Timbrell:** It slipped a bit.

**Mr. Conway:** It will be like the balanced budget; it will fade into the 1980s.

What can we expect as a time table for those who will be moving? Have you got any decision?

**Hon. Mr. Timbrell:** Again, until the mix of the number of staff who will be going is determined, you can't really do a proper flow. I would anticipate that in some respects, and I think this has been acknowledged all along, there will be for a month or two—it may be longer—some overlap between the function in Toronto and in Kingston. You just can't close down Overlea Boulevard tonight and open up in Kingston tomorrow. Again, it depends on the mix of staff going, whether it is all from Health or from various ministries of the government. It also depends on those who are prepared and want to go, who you have to hire, who you have to train, what kind of skills are required, the time involved and so on.

**Mr. Conway:** That really leads into the next part of this question—and I don't want to bore you with it to too great an extent. What is the present commitment of the minister to any person who might find his or her job reassigned to Kingston and who, for many reasons, might not be able to go? Is there going to be a commitment from this minister to protect that person within the public service?

**Hon. Mr. Timbrell:** First of all, when I went out to inform the staff personally, in March or April of 1977, I indicated we were looking at a four- or five- year lead time. It wasn't two weeks' notice or anything like that. I said we would appoint a co-ordinator—which we did, Mr. Searle—and that we would want to know which people couldn't or didn't want to go to Kingston. I also said we would assist in facilitating transfers to other ministries, and I think this is going to become more of a factor the closer we get to that date. As the deputy said, that aspect of it is not a particularly large factor at this point. Once it's been finalized as to exactly who is going over and above the balance of the OHIP head office staff, then we can get this into place. The figures on Windsor: the last I saw, and I believe I'm correct, every one of the staff in Windsor has now been placed into another job.

**Mr. Cooke:** The union was talking to me a few weeks ago and complaining that as the jobs were going up in different ministries of the government the people who had lost their jobs in OHIP weren't even being notified of them.

**Hon. Mr. Timbrell:** My understanding, and Mr. Buchanan has just nodded that I'm correct, is that every one of the people who was declared surplus or redundant, whatever—

**Mr. Cooke:** That must have happened during the last two or three weeks, then.

**Hon. Mr. Timbrell:** No, no; this report goes back several months. They've all been placed.

**Mr. Cooke:** Well, the union—

**Hon. Mr. Timbrell:** In fact our record is particularly good. With the reorganization back in 1972, the merger of the commissions and so forth, there were some 200 or 300 staff—

**Mr. Fetherston:** There were about 800.

**Hon. Mr. Timbrell:** About 800? Well the bulk of those people were eventually placed either in the Ministry of Health or elsewhere in the government.

**Mr. Conway:** At the rate the Kingston move is going, I'm afraid attrition and retirement will certainly solve any of the problems in this field. I'll pass at this point and come back later. I think there are other members who want to—

**Mr. Chairman:** Shall item 11 carry? Carried.

Item 12, drugs and therapeutics. Does item 12 carry? Carried.

Vote 3101 agreed to.

On vote 3102, institutional health services program.

**Mr. Chairman:** In view of the shortness of time, I suggest that we take the vote as a whole and any member who wishes to comment simply indicate the item.

**Mr. Foulds:** I'd like to comment on psychiatric services and ambulance services, if I might. I wonder if the minister can give us an up-to-date report on the staffing at the Lakehead Psychiatric Hospital as a result of the report of the Canadian Council on Hospital Accreditation. Perhaps while you're looking for that, Mr. Minister, I could outline some of the specific questions I have that you could respond to, unless you have a statement you would like to make.

**Hon. Mr. Timbrell:** You want the exact staffing pattern?

**Mr. Foulds:** I'd like to find out whether the chief recommendations of that report have now been fully implemented.

**Hon. Mr. Timbrell:** Let me try to recall from memory; there is the question of psychiatrists—

**Mr. Foulds:** Yes; I have a copy of the report here if you'd like it.



**Hon. Mr. Timbrell:** I'm looking for my briefing notes on it. This is Lakehead?

**Mr. Foulds:** Does this help?

**Hon. Mr. Timbrell:** I'm trying to go from memory.

**Mr. Foulds:** Can you tell me whether the two psychiatrists recommended in item nine of the report have been hired and are they in place? One of the things that worried me in the discussion we had previously is the difference between actual staff on site and complement that is allowed. Although you might have the complement approved, it might be that people aren't getting the service because the staff aren't in place.

**Hon. Mr. Timbrell:** What I have here is a few weeks out of date now—

**Mr. Foulds:** Perhaps if you'd give me the date of that.

**Hon. Mr. Timbrell:** —but one psychiatrist had been hired.

[5:00]

**Mr. Foulds:** Do you know when he's going to come on, he or she?

**Hon. Mr. Timbrell:** The person?

**Mr. Foulds:** I quite properly designated it.

Perhaps, in view of the time, if you don't have the information readily available I could outline the question and you could get back to me?

**Hon. Mr. Timbrell:** I'll get it for you. The director of the psychiatric hospital branch isn't here at this point. He's the one that could give us the accurate, up-to-date information.

**Mr. Foulds:** When I raised the question originally with you, and subsequently in question period, you'd completed negotiations with the dentist, and he would presumably—

**Hon. Mr. Timbrell:** I understood that he was starting, if my memory serves me correctly within a week or so of that.

**Mr. Foulds:** Yes, after that.

**Hon. Mr. Timbrell:** That's what I understood.

**Mr. Foulds:** All right. Do you know, off-hand, whether the recommendation that there be a doctor on call within the hospital on a 24-hour basis is possible to implement? Can the hospital do that? That didn't require extra staffing, as I understand it, but I guess it would be easier to do if a full complement of staff was there.

**Hon. Mr. Timbrell:** This had to do with a crisis intervention centre, didn't it?

**Mr. Foulds:** No, there were two points. They were points 24 and 25 in the accredi-

tation committee's report. One was that consideration should be given to operating a crisis unit on a 24-hour basis. As a result of that, one of the fallouts would be that it would necessary to have a doctor on call in the hospital on a 24-hour basis. I saw it as two different recommendations, really, with the crisis intervention centre or unit being the larger.

**Hon. Mr. Timbrell:** As far as the crisis intervention centre is concerned, they had apparently been closing at 10:30 p.m.

**Mr. Foulds:** P.m., surely.

**Hon. Mr. Timbrell:** I said p.m.

**Mr. Foulds:** Oh, sorry.

**Hon. Mr. Timbrell:** Their hours were 8:30 a.m. to 10:30 p.m.

**Mr. Foulds:** So basically there was one shift; a shift and a half.

**Hon. Mr. Timbrell:** Yes; shift and a half, almost two. Apparently they now train the ward staff in handling these calls. So in effect, they inform us, there is round-the-clock service now.

They did a six-month study and found that in the 8:30 a.m. to 10:30 p.m. period there was an average of 124.6 calls a month. In the 10:30 p.m. to 8:30 a.m. period, there was an average of 8.7 calls per month. So what they have done is train the ward staff to handle it.

**Mr. Foulds:** Isn't it more likely that those calls at night would be more of a "crisis crisis," if one could use that term?

**Hon. Mr. Timbrell:** Oh I don't know about that.

**Mr. Foulds:** Do you know whether it is possible to have that unit on call? I understand that ward staff would be trained, but you wouldn't have the full range of services that are available within the crisis unit?

**Hon. Mr. Timbrell:** I would expect, as with most operations of that sort, they would be linked, not only with their own staff physicians but also with the police and the emergency departments of the public hospitals in the area; that would form part of their training. Not that a ward clerk, an RN, or a psychiatric nurse is going to play the role of the doctor or the psychiatrist, but they would be trained to respond to what appeared to be a limited number of inquiries.

**Mr. Foulds:** This is the reason I raise it in these terms. Although it has been very rare, there have been at least two instances of suicide in the last three years that I'm aware of—it might be a little longer than that. I'm thinking, for example, of the Thunder Bay



jail. There have been inquests, and as I recall the results of at least one inquest, if there had been—

**Mr. Cooke:** The bells are ringing.

**Mr. Foulds:** Are there bells? Check upstairs, Dave, and then come back to us if you could, please.

As I understand it, at one point there was contact between the jail and the psychiatric hospital and someone had made the judgement it wasn't crucial when the prisoner had asked for particular help to call in the unit. Although some of those things are very tragic and somewhat sensational, it is very difficult for me to accept them. If we can avoid them, even though it involves maintenance of a unit that has a low number of calls, their intervention in saving a person's life is, of course, what the crisis unit is all about.

**Mr. Backley:** I think with an average of two calls per week at night the staff who are on duty can deal with them. This is probably the most effective method of doing that rather than having somebody standing by and then calling in extra help as it is needed.

**Mr. Foulds:** This gets to the original line of my questioning on this item. I just put it to you to ensure that if you're going to approach it that way, even though the council made the opposite recommendation, surely it is absolutely crucial that the staff, when they get calls, must call in a psychiatrist to make the final judgement.

**Mr. Backley:** I think if it gets to that point, yes, they normally would. It's part of their professional training to know when to bring in extra help.

**Mr. Foulds:** I'm not sure that has happened in at least one case I know of. It may have been actually before they formed the crisis intervention unit.

**Hon. Mr. Timbrell:** Recently?

**Mr. Foulds:** No. There was a suicide within the last month but I don't know any details on that one.

**Hon. Mr. Timbrell:** In the jail?

**Mr. Foulds:** Yes. I think it was actually in the police lock-up, but I'm not absolutely certain of that. The other one I know of did take place in the jail. The person had asked for a reference to the LPH, which was in fact rejected. It may not have been the LPH's fault, as I recall. It was some time ago that I read the inquest report.

**Hon. Mr. Timbrell:** Was there an inquest ordered?

**Mr. Foulds:** Yes, there was an inquest. I went into that one several years ago. It's just that part of it that really bothers me.

**Hon. Mr. Timbrell:** I think one of your other concerns had to do with the question of recreation staff.

**Mr. Foulds:** Yes.

**Hon. Mr. Timbrell:** They did hire, as advised, a recreational therapist.

**Mr. Foulds:** How many?

**Hon. Mr. Timbrell:** A recreational therapist. They reassigned some staff duties among the balance of the staff. The advice I have from the branch and the hospital is that all areas of the hospital now have access to recreation through this reorganization and the addition of the one staff person.

**Mr. Foulds:** In the report they talk about both recreational and nursing therapists. Is there a difference? I don't understand the terminology there. I would assume it's one and the same thing.

**Mr. Backley:** I think that's the point we're talking about here. There are nurses who have some additional experience or training or interest in providing therapy programs if one can't get recreational therapists, that's the point. Extra staff have been made available for this program, using nurses rather than recreational therapists.

**Mr. Foulds:** Presumably those nurses have been on staff. How do you account for the lack of programming that was outlined in the accreditation committee's report?

**Mr. Backley:** The recreational programming?

**Mr. Foulds:** Yes.

**Mr. Backley:** I think primarily because there wasn't a recreational therapist who had the sort of—

**Mr. Foulds:** —skills to direct it and to co-ordinate it?

**Mr. Backley:** That's right, yes.

**Mr. Foulds:** That person is on site now?

**Mr. Backley:** Yes, has been hired.

**Hon. Mr. Timbrell:** I'm now advised that the psychiatrist who's been hired starts on Friday, December 15.

**Mr. Foulds:** Friday of this week, this month. You're still seeking a candidate for the other position?

**Hon. Mr. Timbrell:** That's right.

**Mr. Foulds:** Are there any leads on that?

**Hon. Mr. Timbrell:** We're advertising pretty widely. I may have mentioned in the House that we have a particular problem hiring psychiatrists to work in the psychiatric hospitals away from the teaching centres. This is no reflection on the north versus south. It's a difficulty which we have at Brockville

and at Penetang; we have a problem hiring psychiatrists anywhere removed from the teaching centres.

**Mr. Foulds:** I'm glad you raised that, it was going to be a point I got to later on in my remarks. That is one of the things that has bothered me. We've had a number of quite good psychiatrists at the Lakehead Psychiatric Hospital who have either moved on to other centres or have moved into private practice. There's a very rapid rollover there. It would seem to me in such a centre continuity would be much more satisfactory.

Is there any kind of program that you could develop that might give the psychiatrist a sabbatical if he or she works in a place such as the Lakehead or elsewhere in the north remote from some of the facilities that he or she would obviously like and want to use? Is there any way of developing a program that would mean they could have a replacement for a period of time while they did research?

**Mr. Backley:** It's a possibility but to be quite honest with you we've never had enough people available to allow one to go off on a sabbatical. There are also some limitations within civil service guidelines, but I think we're prepared to try to do whatever we can in the way of an educational program or assistance to get psychiatrists up there. We have an incentive program, but it doesn't seem to get them to go north of St. Clair. If they do go, then as you say it's not very long before they find our salaries are not competitive with private practice, so they go into private practice.

**Hon. Mr. Timbrell:** It's a problem in an even more general sense, applicable to the whole question of medical specialists. In the five teaching centres in the province there is a tremendous concentration on specialists, but getting them into more remote, smaller communities of the province is a continuing problem. For instance, with respect to the underserved area program from the north, there is a review under way to see if perhaps we can expand the scope of that program to include certain specialties.

**Mr. Foulds:** One of the things that occurs to me is that often we make the mistake of offering the enticement of an extra cash grant or housing or something like that. Often it seems to me that with professional people it is more a question of wanting some time to maintain their professional contacts and their professional development, to recharge their own batteries and perhaps do some writing. It seems to me that we've got to look at that imaginatively so that the regions of

the province, whether it be eastern Ontario or northern Ontario, have true access to the level of health care that is available in the five teaching centres.

**Mr. Backley:** We've tried to accomplish that by associating our psychiatric hospitals with the medical schools. In fact Thunder Bay has a link with Ottawa. At Hamilton or Queen Street, we quite often have post-graduate training programs, or we may have undergraduate medical students coming through. Staff of the hospital participate in clinical rounds and may participate in the activities of clinical departments of the university; but it is difficult when the university is so far away as Ottawa and Thunder Bay. We have made some efforts in that direction but we still have difficulties in recruiting psychiatrists.

[5:15]

**Mr. Foulds:** I have two other areas in which they made a specific recommendation. There was the matter of the registered record librarian, a second one. I will just quote: "At present there is only one registered record librarian on the staff of this important department, the second position apparently having been lost in the freeze. It is vital that the second position be restored in order that the head of the department may be able to develop further her participation in the important auditing functions which have to be carried out by the hospital."

**Hon. Mr. Timbrell:** In a further redefining of staff duties and a streamlining of their medical records system they decided they need another librarian. Actually they may by now have hired an additional clerical staff member to add to their complement in that area to cope with the volume of work.

**Mr. Foulds:** As I understand it, that's essential in order to keep the administration of drugs and other things up to date, as well as to make sure that the records on the wards are satisfactory.

Some of the other recommendations actually find their root cause there, I would suspect. On nursing staff, for example, they make a general observation that the total staffing complement of professional nurses is the lowest in the province, I think.

**Hon. Mr. Timbrell:** I don't believe so, because it is not the lowest. In fact the hospital that has the lowest got a three-year accreditation.

**Mr. Foulds:** It was second to Penetang, is that right?

**Hon. Mr. Timbrell:** No. Isn't the lowest St. Thomas?



**Mr. Foulds:** It says here lowest of all 12 hospitals in nursing; and second lowest to Penetang in overall staffing. Maybe I don't understand the terminology.

**Hon. Mr. Timbrell:** In nursing they are the second lowest.

**Mr. Foulds:** Next to St. Thomas?

**Hon. Mr. Timbrell:** You have to appreciate that every hospital, for all intents and purposes, is totally different from all others in the system. You have a different mix of clientele, in terms of socio-economics, demographics; and in many ways in the types of problems with which they have to deal. So the staffing mix is different. No two hospitals in our system, any more than in the public hospital system, are exactly the same in any particular category.

This is why at the time I took exception to the importance you seem to place on that. In point of fact the hospital that has the lowest nursing staff pattern got a three-year accreditation; but it's a different mix, a totally different mix compared to the Lakehead.

As far as the overall staffing is concerned perhaps Mr. Backley would comment.

**Mr. Backley:** Since July, we have recruited 17 more nurses. This gives us a complement of 147 for 212 beds. That certainly should provide a very adequate nursing level.

**Mr. Foulds:** Now that you mention that—they do state—it was the last point I wanted to raise specifically—they do mention in the accreditation report that the 46-bed admission unit was often forced to accommodate up to 66 patients. If that is the case surely that is a situation where we have cut down the beds available far too much. The 212-bed figure is an unrealistic one for the hospital, particularly in view of its peculiar nature in serving that huge area.

**Mr. Backley:** That's right. At one point it says it was forced to accommodate 66. I think that was an abnormal situation; they have improved the patient distribution problem.

**Mr. Foulds:** But it's that abnormal situation that is really—

**Mr. Backley:** Highly undesirable, I don't think one would argue about that. They have improved the method of distributing the patients from the admission unit to the other units since inspection. We are told by the hospital that they are now well below 46. The night before this document was prepared it was actually 31.

**Mr. Foulds:** There's bound to be a very wide fluctuation there, but I think in terms of safety and adequate care, it might very

well be worth looking at the number of bed units, even though they may not be occupied.

**Mr. Backley:** I think sometimes there is a reluctance to make a decision as to the unit to which to send the patient from the admission unit. They now recognize the sort of problems they're getting into, so they're taking deliberate steps to make that decision as to which patient to send on to which unit. The patients are spending a shorter period of time in the admission unit.

**Mr. Foulds:** Surely there is the counter danger that the assessment not be duly rushed so they don't get sent to the wrong unit.

**Mr. Backley:** It would be followed up. There can be, and I think that's the whole point, inter-unit transfers. Just because one is transferred to unit A doesn't mean he has to stay there forever if a further assessment decides he should be in unit B.

**Mr. Foulds:** Could you make a commitment you would review the staffing, say in four months and report back to me?

**Hon. Mr. Timbrell:** Our accreditation is a provisional accreditation of one year, so the accreditation team will be back in there.

**Mr. Foulds:** What I would like the ministry to do is to ensure the ministry does its own review so it is acted upon before the accreditation team comes in, and that it is maintained.

**Hon. Mr. Timbrell:** I mentioned the hospital with the lowest nursing staffing pattern got a three-year accreditation from the same accreditation team that did Lakehead.

**Mr. Foulds:** It's obviously the combination of things.

**Hon. Mr. Timbrell:** Action has been taken, or is being taken on every point they raised, so one would hope the next accreditation review would be different. I think we are one of the few provinces that places such an emphasis, or a degree of importance, on the question of accreditation. I don't think there are many, if any, other provinces that could say all of their psychiatric hospitals are accredited. Is there anybody else? No.

**Mr. Foulds:** What is the hesitation by the ministry and the hospitals about making the reports more public than they have in the past? For example, I asked you if you would table the accreditation reports for the hospitals under your jurisdiction.

**Hon. Mr. Timbrell:** I said I would take it under advisement. I frankly haven't had time to look at that one. When we talk about reports, whatever kind of reports, I worry about comments on patients—

**Mr. Foulds:** Yes.



**Hon. Mr. Timbrell:**—and that sort of thing. I haven't had a chance to look at that one.

**Mr. Foulds:** Thank you, Mr. Chairman. I have comments on the ambulance service, but I think I should give someone else—or if it's acceptable?

**Ms. Gigantes:** Could I ask one supplementary question on that, Mr. Chairman? The minister will recall during consideration of Bill 19 we had a presentation from the Ontario Psychiatric Association in which they were very critical of psychiatric services at the Lakehead institution.

**Hon. Mr. Timbrell:** I'm sorry, I don't recall that. Was this a part of their submission? Do you mean Dr. Lessor and the other two psychiatrists who were here?

**Ms. Gigantes:** Yes. You should take a look at what you said—

**Hon. Mr. Timbrell:** I will.

**Ms. Gigantes:**—because you denied all their comments at that time.

**Hon. Mr. Timbrell:** Are you sure it was during consideration of Bill 19?

**Ms. Gigantes:** Yes, it was.

**Mr. Foulds:** As a matter of fact at that time the minister said there's absolutely no problem there, and your deputy gave you an aside. I would hope you wouldn't get caught in that situation again. You know what you were asked.

**Hon. Mr. Timbrell:** I'll check Hansard for that, I don't recall that.

**Ms. Gigantes:** On a point of order, Mr. Chairman, we have a note here from one of our colleagues on the committee who reports the bell was a stuck elevator.

**Mr. Breagh:** Is the Ministry of Health running the elevators here?

**Hon. Mr. Timbrell:** No, we passed that over to Labour.

**Mr. Foulds:** As the minister knows, the local radio station about three weeks ago ran a fairly thoroughgoing documentary about the condition of the ambulance service in Thunder Bay. There was to be a ministerial, or an interministerial review of that situation, which I think was conducted Friday, December 8.

**Hon. Mr. Timbrell:** The individual in question was given until December 8 to indicate compliance with the shortcomings identified. That has all been done, I am advised.

**Mr. Foulds:** Two things emerge from that whole issue, as they occur to me. One is why is it took you eight months from the letting of the contract until you started your own spot review?

**Hon. Mr. Timbrell:** First of all, the fellow involved, as I recall, used to run the ambulance service out of St. Joseph's Hospital. We had an experienced operator, it wasn't as though it was somebody new to it.

Secondly, there was the shortage of complaints. I spoke with our district man in Thunder Bay after that telephone conversation with the CBC affiliate. I believe he said there had been two complaints that had to do with transfers. Transfers are not emergencies, that is where someone needs to be moved from Port Arthur General to McKellar for a CAT scan or something like that.

I think my recollection is correct. He had two complaints about transfers, both of which he said he looked into at the time and that they didn't amount to much. This was a routine inspection, although granted it was later than normal. Given those circumstances of an experienced operator and the lack of complaints to the ministry the service was not out of line.

**Mr. Foulds:** Do you mean to tell me you do your spot review of these services when you reprivatize them only once every eight months?

**Hon. Mr. Timbrell:** No. The normal period would probably be after three or four months, but in most cases we are not dealing with an experienced operator. The other thing is that the district office is in Thunder Bay. We have a number of district offices spread around the province. We hear from the public, particularly from physicians in the hospitals, if there are problems in response time and the like. If we had had some indication there was a problem then there would have been an earlier inspection.

He had been operating on a team concept, which clearly wasn't working. As I understand it, one of the changes he has made is to designate supervisory personnel on every shift to require a checklist review of all equipment on every vehicle at the end of every shift, rather than the previous arrangement which was looser and clearly inappropriate.

**Mr. Foulds:** One of the things that did bother me was that in the list of equipment they showed as being missing—and we gather that was confirmed by your ministry—was a good deal of equipment that is mandatory under the Ambulance Act and which it is the responsibility of the ministry to supply—such as stretchers.

**Hon. Mr. Timbrell:** No, it is part of his global budget. Out of the global budget he has to run the service as per the terms of the agreement and the Ambulance Act.

**Mr. Foulds:** I thought I heard Mr. Stockwell say in that interview it was the ministry's responsibility to supply stretchers, resuscitation equipment, the hack-saw, logging chains, spades, sandbags, portable headlights and so on.

**Hon. Mr. Timbrell:** We do supply some of the equipment, but he has to make arrangements for some of it himself.

**Mr. Backley:** We provide the resuscitation equipment, the respirators and fracture boards of a particular type. For some of the equipment, as the minister has said, he has a budget and is expected to buy the standard design.

**Mr. Foulds:** As outlined by Mr. Stockwell, as I recall—and I made fairly careful notes—the operator was expected to supply only the basic expendables, such as bandages, blankets, pillows and local purchases of oxygen and the ministry was responsible for supplying the other equipment. It was basically the other equipment that was mostly missing.  
[5:30]

**Mr. Backley:** We will just check on that, if we may.

**Hon. Mr. Timbrell:** Do you want to go to another item? We can get the former director of the branch in the room. We'll check with him.

**Mr. Foulds:** What is your plan in terms of supervising that service over the next few months?

**Hon. Mr. Timbrell:** Through Mr. Stockwell we would keep a close eye on it. It's already been confirmed that the requirements as outlined in the letter to the operator were met by the required deadline of December 8. We would monitor it closely through the district office and through our ambulance branch.

**Mr. Foulds:** Do you think it's legitimate? Over that eight-month period, obviously, a deterioration in some supplies had taken place. There were stories. One of the ambulance drivers was quoted as saying they resorted to borrowing—and "borrowing" was in inverted commas as a substitute for stealing—equipment, bandages and supplies from the hospitals.

**Hon. Mr. Timbrell:** I heard there was a problem with the linen inventory, that they weren't making sure they got back all their linen. They were just taking a patient in with soiled or bloodied linen, then leaving it there and taking other linen. That was a problem. I think it has been corrected through an arrangement with the local supplier and a proper float of linen.

**Mr. Backley:** Could I go back to the other question? We're both right; it's a question of getting an ambulance which is fully equipped, and that's supplied to him. It's then his responsibility for making sure that equipment is maintained out of his operating budget.

**Mr. Foulds:** I see.

**Mr. Backley:** Some of the equipment of a certain design he actually gets from us when he needs it. But he's charged with that in his operating budget, so it's his budgetary responsibility.

**Mr. Foulds:** All right; then it would appear the responsibility was that he wasn't requisitioning the equipment.

**Mr. Backley:** Right.

**Mr. Foulds:** Do you have any objection, Mr. Minister, to making public a copy of the letter you sent to the operator?

**Hon. Mr. Timbrell:** No.

**Mr. Foulds:** Could I have a copy?

**Hon. Mr. Timbrell:** Especially since I'm advised it's all been adhered to.

**Mr. Foulds:** I can see the necessity for making spot checks rather than continual checks, but would it be reasonable to ask the ministry in this case to make one, say for the next few months on a semi-weekly or monthly basis? Is that an enormous job?

**Hon. Mr. Timbrell:** I think the presence of our co-ordinator right in that city will ensure there will be frequent checks; don't know that you want to make it a pattern so that it's predictable—

**Mr. Foulds:** No, no.

**Hon. Mr. Timbrell:** —but there would be frequent look-sees.

**Mr. Foulds:** I would like a firmer commitment than that, if I might. Could I have a firm commitment that it be checked—

**Hon. Mr. Timbrell:** That it will be checked regularly? Yes.

**Mr. Foulds:** —every two weeks, although the pattern be changed?

**Hon. Mr. Timbrell:** I won't say every two weeks. It might be a week-and-a-half and it might be three weeks, but it'll be checked regularly.

**Mr. Foulds:** This is the last question I have. It disturbed me when it appeared the operator had no staff on call. He had three crews only, which was a reduction from the five crews when both hospitals, McKellar and St. Joseph's were handling it. I can see if you amalgamate the service you may not



need to have more than three crews to cover the three shifts.

If that is because of the pattern of the heavier use during the day and less at night, surely to goodness it should be a requirement that he has crew on standby during those shifts, and especially at night if there is an emergency. If there is an industrial accident, if there is a very serious traffic accident; or if there is, because of the large district, the necessity to send an ambulance out to Ignace or up the Spruce River Road for a simple traffic accident, there should be a requirement to have a crew come in to cover off the city. That does not appear to be happening.

**Hon. Mr. Timbrell:** I am looking for my earlier briefing. I can't recall whether that was part of the identified problem. I know there was a problem about vehicles, because one of the ambulances had been stolen and written off as a total loss—was that some time in September?

**Mr. Foulds:** I understand the problem is not with the equipment; that there are, in fact, five ambulances.

**Hon. Mr. Timbrell:** I was just going to point out that we did—

**Mr. Foulds:** But there are only three crews.

**Hon. Mr. Timbrell:** In fact, the day our inspector was looking at the service, the operator was here in Toronto picking up the new ambulance to replace the one that was totalled. We have a four-wheel drive vehicle on order for that service as well.

**Mr. Foulds:** That will be in addition to the present ones, and presumably will be to handle some of the—

**Hon. Mr. Timbrell:** That's right, I seem to recall the net effect of all this is to bring them up to something like seven vehicles, including standbys.

**Mr. Foulds:** And two will be regional standbys, as I understand it.

**Hon. Mr. Timbrell:** Yes, that is right.

**Mr. Foulds:** What I suppose I am asking is this. It looks like the action you have taken has brought the amount of equipment up to scratch, but I think it is really important that we have people available to mend that equipment, should it be necessary, and I would like that commitment from you.

**Hon. Mr. Timbrell:** I will report to you on that as well.

**Mr. Foulds:** Thank you, Mr. Chairman. I thank the committee for its patience.

**Ms. Gigantes:** I would like to ask questions under item 6, particularly about nursing homes.

I would like to begin by asking the minister about the recommendations on the review of the nursing home legislation which was tabled in November of 1977, a year ago. This review, I would like to remind the members of the committee, has been used by the minister as his reason for not taking other action in the nursing home field in Ontario.

**Hon. Mr. Timbrell:** Would you like to give chapter and verse to that? What other action have I refused to take on the basis of the—

**Ms. Gigantes:** On the basis of the inquiry into nursing homes in Ontario: their operations, the level of service they provide for residents in particular.

**Hon. Mr. Timbrell:** To answer that in this committee would be to debate again the private members' bill on that subject. The review has reached the point of going to the management committee of our ministry, where it will be dealt with in the very near future. In fact it has been there a couple of times. It is now in the hands of my parliamentary assistant and staff. One of the areas of the ministry over which the parliamentary assistant has some authority is that involving nursing homes, with responsibility to review that area.

The regulations committee likely meets I am advised, in early January, let's say a couple of months. By the time it gets through regs committee and cabinet, within a couple of months, we will have completed a review of the nursing home regs and the changes we intend to make.

**Ms. Gigantes:** That would be approximately what date?

**Hon. Mr. Timbrell:** I am advised we will likely be able to do it by, roughly the first of February at that rate.

**Ms. Gigantes:** Mr. Chairman, I would like to remind the minister that it was not only the private member's bill put forward by the member for Windsor-Riverside (Mr. Cooke) that called for a public inquiry. The coroner of Toronto, in his assessment of the coroner's inquiry into the death of Mrs. Edythe Gramshaw at St. Raphael's home this year, called for a public inquiry into the operation of nursing homes in Ontario.

**Mr. Conway:** Did you convert the minister to his new position?

**Ms. Gigantes:** To what new position?

**Mr. Conway:** Cleaning up the nursing homes.

**Ms. Gigantes:** No, I don't think so. I don't think he's undergone any conversion. When I look through these regulations, these proposed changes; and I look at such items as



food, nursing care, really key elements that decide the quality of life of residents in nursing homes in Ontario; I see very little proposal for change in the recommendations which are now under such extensive review by your ministry, that inspires very much confidence that there's going to be very much change.

**Hon. Mr. Timbrell:** I would simply reply to that point and say that over a year ago, if you have any particular proposals to make, and that's why I tabled it in the House, so that everybody, members of the House and any interested individual or party could make particular comments; now if you have particular recommendations to make, I'd be glad to have them and it's an opportunity.

**Ms. Gigantes:** I have as a matter of fact. I would recommend to you that—

**Hon. Mr. Timbrell:** Have you got them in writing?

**Ms. Gigantes:** This will be in writing in Hansard, Mr. Minister.

**Hon. Mr. Timbrell:** Oh.

**Ms. Gigantes:** I would recommend to you that you read a paper drawn up by the Ministry of Community and Social Services, particularly by the director of the senior citizens branch and office on aging, Mr. Lawrence Crawford, a paper which was delivered for discussion at the 59th annual convention of the Ontario Association of Homes for the Aged on September 13 of this year, in which he goes through changes in the regulations of the homes for the aged under the responsibility of the Ministry of Community and Social Services.

I would recommend that you look in particular at the recommendations which have to do with such subjects as medical care, the keeping of records, the design of programs for each resident, the rights of residents within a nursing home, the restrictions on the use of restraint on the residents, a whole series of recommendations which seem to me to be expressing in humane and believable style details of changes in regulations in that ministry which I would wish to see in those homes under your responsibility within the Ministry of Health.

This document makes me feel that it is possible indeed for a government ministry to undertake the regulation of residences where elderly people live and are being provided a service that has a humane approach to those people and that is strict enough if it is enforced, it is detailed enough so that we're not going to run into the same kinds of problems in that ministry and its services to the elderly that we've run into for years in

the Ministry of Health and its services for the elderly in the nursing home branch. Have you had a look at that document?

**Hon. Mr. Timbrell:** I haven't seen that, no.

**Ms. Gigantes:** Let me recommend it.

**Hon. Mr. Timbrell:** I'm advised that the director of the branch who has been working on the changes to the regulations has seen it and is aware of it, and I'll make sure it is considered.

**Ms. Gigantes:** It makes me think that the senior citizens council of Ontario, in asking for transfer of responsibilities for nursing homes from your ministry to the Ministry of Community and Social Services, knew what it was doing.

**Hon. Mr. Timbrell:** Did they recommend that, or that one minister be responsible for both? I think it was the latter. I don't believe they took a position as to which ministry should take which.

**Ms. Gigantes:** Mr. Crawford in this document displays himself as both enlightened and effective.

**Mr. McClellan:** Have you seen that document?

**Hon. Mr. Timbrell:** No, I haven't. My staff has.

**Ms. Gigantes:** No, he hasn't.

**Mr. McClellan:** You should read it.

**Ms. Gigantes:** Yes, he should.

**Mr. McClellan:** You should act upon it in your own jurisdiction.

**Ms. Gigantes:** It's very much more detailed, very much more humane in its approach than the regulations which you've left with us for a year. I don't think there's much point making a comment on recommendations, for example on food, where we know that food has been a serious problem in nursing homes for years, which essentially changes the regulations to say that we'll follow Canada's food rules from now on. It seems to me that's even less of a—

[5:45]

**Hon. Mr. Timbrell:** What should be done on food? Let's be specific. There are several concerns when you talk about food in the nursing homes. You have to talk about the diet, the mix of food available, the preparation of the food. Let's put it in the perspective too that, admittedly—and we've taken action to get at this problem—we have had ongoing problems with certain homes in certain areas. In some cases it might be food, in others it might be sanitation or whatever.

You weren't here yesterday when I indicated that, judging by a number of factors, but in-

cluding complaints we are getting from the public and from members, the introduction of the team inspection process has had not only a very salutary effect with respect to those homes actually inspected, but it seems also to have had an effect on the general industry: The word is out and is very clear that we mean business.

**Ms. Gigantes:** For example, you sent me a letter about a year ago in which you indicated that the per-patient cost of food per day in most of the nursing homes under your responsibility was between \$1.20 and \$1.30 a day. Has that per-patient cost of food per day gone up?

**Hon. Mr. Timbrell:** I'm sure it has.

**Ms. Gigantes:** Do you have new figures?

**Mr. Brubacher:** I believe it's around \$1.50 to \$1.60.

**Ms. Gigantes:** It sounds better, but it still doesn't sound like rich fare.

**Hon. Mr. Timbrell:** What should it be?

**Ms. Gigantes:** It should be enough to provide adequate food.

**Hon. Mr. Timbrell:** I quite agree.

**Ms. Gigantes:** It's not providing adequate food in many homes, and you know that.

**Hon. Mr. Timbrell:** I know this is a frequent complaint one gets, that the mix of diet is inappropriate—there's too much starch, there are too many sandwiches, and that sort of thing—and, from time to time, those complaints are confirmed. I think the question of food is a complaint you're going to get about any institutional service.

**Ms. Gigantes:** No, Mr. Minister—

**Hon. Mr. Timbrell:** Let's face it, that's the most frequently heard complaint in an institution, including the Legislature.

**Mrs. Campbell:** It has improved.

**Hon. Mr. Timbrell:** Not much.

**Ms. Gigantes:** We certainly have a lot more than \$1.50 a day to spend on food here in the Legislature.

**Hon. Mr. Timbrell:** That's up to you, though.

**Ms. Gigantes:** We're talking about consistent complaints over years, up to and including now, of meals that are one sandwich, soup that is watery, hot dogs for dinner, and no therapeutic diet when a therapeutic diet has been indicated by a physician. There is a consistent pattern of failure to provide a quality and quantity of food enough to allow elderly residents to feel they are being treated with some respect and some care.

**Hon. Mr. Timbrell:** Mr. Chairman, there's always—

**Ms. Gigantes:** There's nothing in your regulations that's going to help that.

**Hon. Mr. Timbrell:** Reference was made to the food guide and, as I recall, there have been quite a few further changes since that came out. I haven't got a draft of the current proposal, but the Canada Food Guide is a good guide; it's one that is generally accepted in this country and referred to repeatedly by health units in the schools and so forth. But it comes down to inspection to make sure that's applied, I quite agree.

**Ms. Gigantes:** That's not happening.

**Hon. Mr. Timbrell:** It's interesting—and I mentioned this figure yesterday—in 1976, we had 600 complaints about almost 400 nursing homes. Every one of them was investigated and, in the opinion of the inspectors, 30 per cent of them were valid complaints and were acted upon.

I don't have numbers for this, but I'm told the volume is down significantly since we instituted this new procedure of team inspections on our worst actors. As a result, we've closed two homes this year, one in Lindsay and one in Hamilton; and I believe ten more are going to be replaced with brand-new homes.

There's no question that in the final analysis the only way the staff can feel safe in saying to me, and I can feel reasonably safe in saying, that we're meeting these objectives—and I don't think our objectives are any different in terms of maintaining the dignity of residents of the nursing homes and of assuring quality care—is through effective inspection. I acknowledge it wasn't as effective before as it could have been, but I think we've taken some very positive steps this year which had a very salutary effect.

**Ms. Gigantes:** Could you explain these steps you have taken in nursing home inspection?

**Hon. Mr. Timbrell:** Basically, it is the institution of the team inspection process.

**Ms. Gigantes:** Which means three or four people go at once?

**Hon. Mr. Timbrell:** At once.

**Mr. McClellan:** When was that instituted?

**Hon. Mr. Timbrell:** I gave the order to do it at the end of November last year. The list was prepared in December and the inspections began the first week of January, I believe, or in the middle of January. They were completed by the end of March. There have been team inspections since. That was taking the 30 worst cases.



**Mr. McClellan:** What made them the worst cases?

**Hon. Mr. Timbrell:** The ones, basically, about which we had the most complaints out of the almost 400 homes.

**Ms. Gigantes:** Have you increased the nursing home inspection staff?

**Hon. Mr. Timbrell:** The complement is roughly the same. It is a matter of the re-deployment, the way they are used.

**Ms. Gigantes:** Have you increased the number of inspections each home gets per year? I think you indicated a year ago it was three per year.

**Hon. Mr. Timbrell:** Those are routine inspections, which have stayed about the same, I believe.

**Mr. Brubacher:** We were out on 1,048 inspections in the first six months of this fiscal year. These were inspections or follow-up inspections done in the first six months of this fiscal year.

**Hon. Mr. Timbrell:** That answer came from Mr. Brubacher, director of the inspection branch.

**Mr. McClellan:** Those were routine inspections?

**Hon. Mr. Timbrell:** And follow-ups.

**Mr. McClellan:** How many of those were in response to complaints?

**Mr. Brubacher:** I can't give you an accurate number at this point in time. I would suggest that about 300 or 280 of them, something of that order, might have been in response to a complaint.

**Mr. B. Newman:** Was any pattern evident, where one operator is primarily the one who isn't taking care of the provision of food properly?

**Mr. Brubacher:** You will get a number of complaints from one home about food at a particular point in time, either because a new item has been added to the diet, probably to provide variety, and is something the residents of the homes don't like, or it is a seasoning problem.

**Ms. Gigantes:** They don't like variety, is that right? Mr. Chairman, did I hear that right? Elderly people don't like variety in food?

**Mr. Brubacher:** That's not what I said.

**Ms. Gigantes:** That's in effect what you are saying.

**Mr. Brubacher:** Food preferences are very individualistic. In dealing with the number of residents of a home, in providing variety you find out when someone has a dislike, that's when we may hear about it.

**Ms. Gigantes:** I certainly heard that people dislike watery soup, dry bread, hot dogs for dinner and dry sandwiches for lunch. This is the same kind of complaint I have heard for the last three years and have brought to the minister's attention. At some point, Mr. Minister, people lose faith in complaining. I do, I lose faith in complaining to you.

**Hon. Mr. Timbrell:** I can guess which home it is.

**Ms. Gigantes:** It is not just one home, I'm sorry.

**Hon. Mr. Timbrell:** Let's face it, what good is it going to do to take the specific and make it into a generalization?

**Ms. Gigantes:** Because it is my general experience.

**Hon. Mr. Timbrell:** We have had problems with a couple of homes in Ottawa—

**Ms. Gigantes:** With more than a couple.

**Hon. Mr. Timbrell:** —and it would be just as silly for me to take the best home in the whole system and use that as a generalization to say there is nothing wrong with the system. There are problems in some of the homes. I think the inspection procedures we have instituted this past year are an effective way of getting at those problems.

**Ms. Gigantes:** You haven't increased your staff. You are still doing regular inspections about three times a year, which are predictable to the nursing homes. Staff who are working at the nursing homes tell me it is well known when the inspectors are coming. So many have come to me and told me that, I don't believe they are lying or it is a misapprehension on their part; I believe it to be true. I believe the administrators of nursing homes know when inspections are going to be made.

**Hon. Mr. Timbrell:** I can only take the word of the director of the branch that it is not correct.

**Ms. Gigantes:** Maybe they come so regularly they are predictable.

**Hon. Mr. Timbrell:** In some homes where there are a lot of follow-up visits, that's possible. That's a good sign, surely, that our staff are in there regularly for follow-up inspections.

**Ms. Gigantes:** Could I take a few more minutes, Mr. Chairman, just to raise another item of concern to me? It involves the rates being charged to people in nursing homes; the rates being paid to nursing homes by the ministry; the amount of public money and private money being spent on a service which is totally inadequate.



We have a budget item here of \$130 million, and that amounts to the ministry contribution to the per diems of residents in nursing homes. I would like the minister to file this with the committee or file it in the Legislature, or provide the information to me some time over the next few days or couple of weeks. I'd appreciate that.

I would like to know what changes there have been in those contributions by the ministry in the charges to residents over the last two years, because it seems to me those increases have been pretty staggering. If the food contribution per day has gone up from the \$1.20-\$1.30 range to about \$1.50, there's 20 cents more a day being spent per resident on food. I imagine most of the mortgages are fixed-term mortgages, so that is not the increase in cost.

I know that most of the staff working in nursing homes is working at minimum wage, and that hasn't changed significantly over the last two years.

**Hon. Mr. Timbrell:** Yes, it has I'm afraid. There has been significant unionization in the nursing homes field throughout the province.

**Ms. Gigantes:** That is certainly not true in the area I know best, in Carleton East.

**Hon. Mr. Timbrell:** I can check to see which ones are unionized, if you like, in your area. I don't think I have that here.

**Ms. Gigantes:** I won't get into a discussion of that, but I just find the increases, both in terms of public funding and in terms of charges to residents, to be dramatic. I also am alarmed that every time there is an adjustment in the old age pension the cost of accommodation goes up to more than match it.

If you look at the charges people are paying, over the last two years when there has been an adjustment in the benefits they are receiving, it is a dismal record of government giving with one hand and being sure to take away with another, or allow the private nursing home industry to take away with another.

**Hon. Mr. Timbrell:** To go back to when I came into the ministry, the per diem was \$21. It is now \$25.50; the most recent increase being as of October 1, a 50 cent increase.

What we do is calculate the rates in such a way as to maintain the \$45 comfort allowance for the residents. In point of fact I will get you some figures on this if you are interested. The three that we know are unionized in your area now are Cikent, Beacon Hill, and Carewell. It is stated objective of the unions involved, if not this year, eventually to achieve absolute parity with hospital rates.

**Mr. McClellan:** When was the last time the comfort allowance was changed?

**Hon. Mr. Timbrell:** It is a couple of years since that was adjusted.

**Mr. McClellan:** How many years?

**Ms. Gigantes:** Could I ask you for detailed figures on that, Mr. Minister? Also, if I could just get my questions in, Ross, I'd like to get—

**Mr. McClellan:** Somebody has got to ask some questions around here.

**Mrs. Campbell:** Some of us would like to.

**Ms. Gigantes:** I'd like to get a detailed breakdown from your ministry about how many residents in nursing homes are on the standard ward, how many are in semi-private wards, and how many are in private wards. The total cost of semi-private coverage.

**Hon. Mr. Timbrell:** Semi-private was \$12.10; it is now up to \$13. The act and the regulations require that they maintain a minimum of 75 per cent of the beds for extended care. I can't off the top of my head break that down for you, and I am not sure I have the figures here as between semi-private, private and so on, but the actual experience is that 98 per cent are extended care as opposed to full pay.

**Ms. Gigantes:** So we are paying the full shot?

[6:00]

**Hon. Mr. Timbrell:** Ninety-eight per cent of the residents of the nursing homes are on extended care, and therefore the government contributes. The balance of them would be full-pay patients. The act requires a minimum of 75 per cent, the actual experience is higher.

**Ms. Gigantes:** What we're talking about in terms of a total rate will be somewhere around the \$750 mark now for a semi-private accommodation, or more than that. I'm looking at 1977 figures. This is \$750 to \$800 for semi-private payment in a nursing home where our existing regulations—and there's no proposal to change those regulations—require a nursing service of six and a half minutes per day per patient, for a registered nurse according to my calculations, 12½ minutes per day per patient for a registered nursing assistant and 71 minutes per day for a non-resident nursing assistant. On a per diem basis, or on a monthly basis, it seems to be an extraordinary payout for the kind of food they get, for \$1.50 per day, and the number of minutes for which they're getting any kind of nursing service. If they have a building that's anything over five years old they must be raking in an awful lot of dough.

I've been told on good authority that a nursing home with 60 patients in it which was bought anywhere within the latter part of eight to 10 years ago would be bringing in about \$100,000 in profit a year.

I'd like to know if the minister can refute that. I'd like to see some estimates from this ministry of what the mortgage costs are on nursing homes and what the cost of these minutes per day of nursing care is. Adding in the food costs, I'd like to see some accounting for the kind of dough we're spending to provide totally inadequate service for elderly people in this province.

**Hon. Mr. Timbrell:** To start with, to deal with the six minutes business—

**Ms. Gigantes:** Six and a half minutes.

**Hon. Mr. Timbrell:** All right. To get into a nursing home as an extended-care patient—and that's 98 per cent of all the residents—one requires, in the judgement of a physician, a minimum of an hour and a half per day, of nursing. That's a long way off six and a minutes.

**Ms. Gigantes:** That's from a registered nurse, I said.

**Hon. Mr. Timbrell:** That's nursing care.

**Ms. Gigantes:** That's where we differ as between a registered nursing assistant or a non-registered nursing assistant.

**Hon. Mr. Timbrell:** That's nursing care, which would be a mixture.

As for mortgage costs, in the last six years there have been over 200 homes replaced, and particularly in the last four and a half years, anything that has been replaced in that time I'm sure has been replaced at a fairly significant rate of interest, given the rates we had in mortgages over the last four or four and a half years.

On the question of food costs, I don't think there have been any studies on this. Talking to staff who are experienced in hospital administration, if one compares these costs with those of a chronic unit in a hospital, which is the closest thing to an extended care unit, I'm advised the costs would be roughly the same. They're not out of line.

When you talk about the total monthly charge, I probably get as many other kinds of complaints. I'm not going to go into the motivation of complaints. I don't think people like to be in nursing homes. I don't think they like to be in hospitals or in any institution. I probably get as many or more complaints on other forms of institutional care, which are then followed up through the hospital administration.

The cost per month, say in a chronic unit, is many times more than the cost of an ex-

tended-care unit and many times more again in an active-treatment unit.

**Ms. Gigantes:** Generally there are programs on there.

**Hon. Mr. Timbrell:** Yes, activation programs are a requirement in nursing homes as you know.

**Ms. Gigantes:** The level of service and the level of care are much higher.

**Hon. Mr. Timbrell:** As I indicated earlier, I'm the first to acknowledge there are problems and there have been problems in certain nursing homes. I'd be the last one to suggest to any one that the scene is problem-free. When we've got a system as large as this we're bound to have those. The fact of the matter is that through the several changes that have been made in legislation and regulations—and we're now into the third change in 12 years—we have been able to effect tremendous changes in the quality of care, and the quality of nursing homes, and the physical surroundings. I know the member won't agree with this, but I think our record in this area is a very good one, particularly since we've been able to redeploy our inspection personnel and to zero in on the problem cases in particular.

**Ms. Gigantes:** I can't understand how you redeploy an existing number of staff to make them more effective when you're doing the same number of regular inspections.

**Hon. Mr. Timbrell:** To make more effective use of their time.

**Ms. Gigantes:** Oh they've been twiddling their thumbs, have they?

**Hon. Mr. Timbrell:** No, I don't think anybody is saying that. Through changes in organization and through the introduction of team inspection, we were able to make better use of the same number of people.

**Ms. Gigantes:** I won't prolong this discussion now because we're getting beyond our adjournment. I would appreciate it if the minister would provide me with the figures I asked him for.

**Hon. Mr. Timbrell:** I think most of the material you are asking for was tabled at the select committee in the summer. I'll make sure you get the nursing home association figures that give you information about the cost of mortgages, acquisition costs and that sort of thing. I'll make sure you get a copy of that.

**Mr. Chairman:** I gather that the committee does not want to pass this vote. We'll adjourn to come back tomorrow afternoon after routine proceedings.

The committee adjourned at 6:08 p.m.

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Ontario

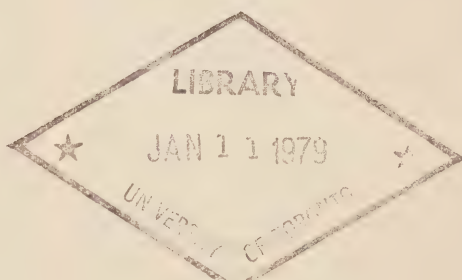
No. S-38

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Office of the Provincial Auditor  
and Ministry of Health



**Second Session, 31st Parliament**

Wednesday, December 13, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

WEDNESDAY, DECEMBER 13, 1978

The committee met at 3:30 p.m.

### ESTIMATES, OFFICE OF THE PROVINCIAL AUDITOR

**Mr. Chairman:** We will commence with the consideration of the estimates of the office of the provincial auditor. Mr. Scott and Mr. Gillis are with us this afternoon. Perhaps Mr. Scott would like to start off with a statement or whatever.

**Mr. Scott:** Thank you, Mr. Chairman. First of all, I would like to introduce to you, Mr. Chairman, and to the members of the committee, Mr. Gillis, who is sitting on my left. He is the executive officer in charge of administration for our office. If there are any questions I can't answer, I am sure he will be pleased to answer them for the committee.

I must apologize. We made out a briefing booklet for the committee. Unfortunately, it is addressed to the standing general government committee, as we were under the impression that was the committee we were going to go before. However, with your acceptance we will distribute that to your committee.

I would like to go over the table of contents, not in detail, but just to indicate that it comprises a comparison of our 1978-79 estimates with prior years actual. It has the audit and reporting responsibilities of myself and my office; organization and staffing; training and professional development that we are carrying on; and our training program, which we conduct with accounting students, leading to their professional designation. Then the appendices indicate the crown agencies for which we have responsibility; additional crown agency involvement; the organization chart of our office; and a summary of our staff classifications and pay ranges for our staff which are comparable to pay scales within the civil service.

I don't think there is anything I need add at this time, Mr. Chairman. If there are any questions, I would be pleased to answer them.

On vote 601, administration of the Audit Act and statutory audits; item 1, office of the provincial auditor:

**Mr. T. P. Reid:** Mr. Chairman, I notice that the increase from last year to this year

is relatively small; offhand, I would think it's a little over 10 per cent.

I wonder if I might ask you, Mr. Scott, whether you feel that a staff of 72 is sufficient to carry out your new duties and responsibilities under the new Audit Act, 1977. Could you tell us whether, because of the new act, you foresee increasing your staff substantially? Could you also explain to us what steps you are taking to—for want of a better word—educate your staff to deal with the new concept of value for money and the economy efficiency and effectiveness criteria that you are going to be applying to the various government ministries and the list of crown agencies that you audit and supervise, as indicated in your report in appendix A?

Do you foresee that you are going to need much more staff? What you see in the future? Perhaps you could answer those questions so that we might have an idea of where we are going.

**Mr. Scott:** Mr. Chairman, if I may reply to Mr. Reid, our estimates are compiled on the requirements of 79 staff, not 72; currently we have 72 or 73 on staff. This is due to resignations, retirements and transfers to other agencies or ministries of the government. In the past year we have had, I believe, four retirements and two transfers to other agencies.

Recently, we have been given by the Ontario Institute of Chartered Accountants the same status as a firm in the private sector. Therefore, we have been out recently recruiting at the university level to acquire some bachelor of commerce students who will go into our chartered accountant training program. In this way we hope to upgrade our staff.

As to the number that may be required in the future, that is an unknown quantity at the moment. We are just getting into this program of comprehensive auditing, to use the terminology they use in Ottawa. It is our objective as an office to be into every ministry once a year to do an analytical review of that ministry and to do an operational review of 25 per cent of the programs; so that in a four-year cycle we will have covered the entire operation of and all programs within a ministry.



There are annual audits that must be conducted on the crown agencies and crown corporations in accordance with statutes. As you will see from the appendix, we now audit about 56 or 57 agencies. We will have additional responsibility for four or five agencies; that is, directing the audit, not necessarily performing the audit. Those agencies now are being audited by firms from the private sector. However, they now will come under our direction. They will report to us, and I will have to take the responsibility for those audits, even though we are not doing the work.

In relation to crown-controlled corporations, we will be getting the audited financial statements of those crown-controlled corporations direct from the auditors, together with their management letter which contains their observations and recommendations. The act also gives us the right to request additional information; if we are not satisfied with the response from either the crown-controlled corporation or the auditors, we then have the right to go in and perform our own review.

How much this is going to entail is an unknown question at the moment. We are just proceeding in this area. Currently one of our main concerns is the computer, which I think is a concern of a lot of members of Parliament as well as of auditors. We have engaged a computer expert from the private sector, from Touche Ross and Company. He is the chap who headed up the computer review for the auditor general of Canada. His name is Reuben Rosen, and he took about a year and a half or two years on that review, which is commonly known as their case study in Ottawa. As a matter of fact, at the present moment he, along with another member of his firm, is conducting a training course for the directors and our audit managers on computer auditing. This course will be given again some time in January or February to our audit supervisors and our auditors. We hope that in this way we will not be creating a team of specialists.

It's our objective to integrate all auditing into one area. In other words, our auditors, when they go out to do an audit, will be able to do the computer auditing, the transaction auditing, and they will also be able to do the operational auditing, so that ministries and crown agencies are not having a series of auditors—this week have someone in to do a financial audit, next week someone in to look at the computer and then later on somebody in to do an operational audit.

This is the same approach that is being taken in Ottawa. However, it's going to take a period of time because it does take training. Our auditors and our staff currently have

been accustomed to strictly the financial and compliance audit. For the current fiscal year we're carrying on with the financial and compliance audit and we're training our auditors in computer auditing. In addition to that, we have a small group who have been showing quite an inkling towards operational auditing. They have been looking at and studying textbooks and procedures and techniques so we will undertake a very few special projects on operational auditing.

The result of our first effort was reported in our most recent report tabled on Monday in the Legislature in connection with the Ontario Racing Commission. We are currently involved in the Ministry of the Environment, doing an operational audit there on some of their programs. The same team that conducted the Ontario Racing Commission will be doing Environment. As a matter of general interest, the supervisor in charge of that audit just returned from Ottawa. As a result of our visit, in which Mr. Reid was with us last week in Ottawa, Ottawa is also doing operational reviews in the Department of the Environment. They had a specialist up Monday and Tuesday of this week from Washington so they invited our supervisor to sit in on the discussions in Ottawa. That is about what we're doing currently and our plans for the future in the audit office.

**Mr. T. P. Reid:** I wonder if I could ask the auditor what it's costing us for Mr. Rosen, whom I've had the opportunity to meet at the auditors' annual conference in Edmonton in September and recently in Ottawa. What is it costing you? I always like to ask a question about money, even to the auditor. What are his services costing us? Does it come under services in your vote? Where does it come?

**Mr. Scott:** It will come under the services vote in our estimate. For the current year, conducting preliminary studies and the setting up of the course and the training is going to run somewhere, I believe, in the neighbourhood of \$7,000 to \$8,000. By the time he conducts a further training course in January or February for some more of our staff and then if we complete all of our staff, including our students, by the time we hold the third training course it would run somewhere between \$20,000 and \$25,000. But that will not be in this current year.

**Mr. T. P. Reid:** Is that being done on a contract basis or a per-hour basis or a time-spent basis? How have you arrived at that contract with him?

[3:45]

**Mr. Scott:** It's being done on a daily basis for the time spent by Mr. Rosen as a principal of the firm and by the people in the firm associated with him. He has one computer specialist with him at all times. At the present time while they're doing the training there are three people present during the training course.

**Mr. T. P. Reid:** I hesitate to ask the auditor this question, but I feel constrained to do it in view of certain other government approaches to these things. Was this done on the basis that Touche Ross were the most knowledgeable people, or was it tendered?

**Mr. Scott:** This was done on the basis that Mr. Rosen is reported to be one of the most expert in the field of computer science in Canada. He headed up the case study in Ottawa for the auditor general. He is doing a similar program for Newfoundland and he has also been working with the province of Manitoba in the computer field. He is also largely responsible for the preparation of the computer control study put out by the Canadian Institute of Chartered Accountants.

**Mr. T. P. Reid:** I personally would like to commend the auditor, because as he has mentioned we were both present at the 100th anniversary of the office of the auditor general of Canada in Ottawa last Thursday and Friday. The federal auditor general has tabled a report that I think should be of interest to all politicians and the public generally.

What the public accounts committee attempts to do, and obviously the auditor, is to ensure the taxpayers' money is being properly spent. They see to it that waste and inefficiency should not be tolerated and if that occurs it should be changed. They think there should be changes in the system or, as I would like to say, changes in personnel of those civil servants who are responsible for having made the goofs.

I made a statement in Ottawa that I made also at Edmonton and that I have come to believe in that the myth of ministerial responsibility—that a minister is responsible for every dollar and every person in his department—just does not hold water any more. When we're talking about multi-billion dollar budgets at the federal and provincial levels and in some cases certainly many million dollars of taxpayers' money that a minister is responsible for, it just does not make sense any more that a minister should know everything going on in his ministry.

Perhaps my Conservative friends opposite would agree with me when I recall an incident involving Mr. McKeough. The former Treasurer was responsible for everything in

the province, including municipal affairs, and one of the people in his ministry apparently gave consent for a land subdivision which Mr. McKeough's family was involved in. Mr. McKeough, obeying the letter of the tradition, not of the law, felt it incumbent upon himself to resign because he was the minister responsible. He took the gaff for the mistake, if we can put it that way, that one of his ministry people made, without bringing it to his attention.

I have been chairman of public accounts both in majority government and now in minority government. It frustrates me no end—and perhaps Mr. Makarchuk who's here would agree with me—that we never are able to fasten responsibility onto the person who has the responsibility of operating either a particular ministry—the deputy minister or somebody who has direct responsibility—for managing a program within that ministry. I think we have to find a balance between the minister being responsible overall and the buck stopping with him. But I think if the public accounts committee and the auditor and their comments are going to be effective, somewhere along the line we must have some kind of sanctions that say if you foul up you are responsible. I think we accept that we all make mistakes, but if you make mistakes and you repeat them—as comes up in the auditor's report on a year-to-year basis—then you should be the one who is responsible and you should lose your job.

I don't think the public accounts committee intends to go on a witch hunt on any of these things. But the civil servants come before the committee and have their hour on the hot seat, or an hour and a half or sometimes less, and the public accounts committee does not have the research to get behind the polite wording of the auditor's report. These people sit there and they take the hot seat for an hour and they walk out and say, "Well, we survived that for this year and we don't have to clean up our act because it only happens once a year. Anyway, nothing happens to us if we don't."

I want to have it on record that at this auditor general's 100th anniversary there was talent from all over the world. Probably some of the best accounting and audit brains and financial brains in Canada were there—some of the highest ranking civil servants in Ottawa. Also there was Elmer Staats, comptroller general of the United States, and Mr. Edward DuCann, who was the chairman of the public accounts committee from Great Britain, representatives from Norway, someone representing the auditor general of New Zealand, and so on. I want to put it on the record



that to my mind, the best comment was made by our own provincial auditor, Mr. Scott. If I could take a minute, I would like to explain what happened.

The federal auditor general's report is probably the most comprehensive in this field done almost anywhere in the world, I gather. On one of the panels, we had three of the leading deputy ministers in the federal government, all of whom certainly gave me the indication they were there to manage, let management manage and the hell with the rest of it. It came through distinctly to a number of us there really wasn't that feeling or appreciation that the money they were spending was taxpayers' money—that it belonged to somebody else. There was no feeling that people worked very hard to pay their taxes and had to give up that money to the government which then made the choice of how it was to be spent. Obviously, our system of government is based on some kind of social contract where we agree to give over to government, we hope responsible government, the decision-making process. This means making the choices for us rather than we making them as individuals.

Our provincial auditor, Mr. Scott, in his own inimitable style, pretty well at the end of the program, made the statement—I can't give you the full flavour of it, as my friend from Sudbury would say—that he was somewhat concerned about one deputy minister's comments because they didn't indicate it wasn't the deputy minister's money to spend, but it was taxpayers' money. Mr. Scott couldn't have come up with a better line and couldn't have done us more proud in this province. I want to get that on the record.

I would like to ask the auditor two other questions, if I may. First of all, under Mr. Macdonell, the federal auditor general, one of the major recommendations he made—and it now is in place in Ottawa—was for a comptroller general, who carries out a pre-audit function which, prior to 1972, the provincial auditor here carried out without any post-audit responsibilities. Since that time, our provincial auditor has carried out a post-audit function. But there is now no body or person who is responsible for a pre-audit function.

For the benefit of members of this committee, pre-auditing means that before any cheque is issued, the provincial auditor—he used to do this—must attest that the cheque is in conformance with moneys voted by the Legislature, that the cheque is being issued for a purpose that was voted by the Legislature and that it is in the correct amount. In fact, it means parliamentary control over the executive and the expenditure of money.

I would like to ask Mr. Scott whether he feels it might be worthwhile if we had in Ontario a personage or office similar to the comptroller general in Ottawa?

Mr. Scott: Mr. Chairman, if I may reply to Mr. Reid, I think it depends upon what terminology you use. Here in Ontario I think we have that office. It's filled by Mr. George McIntyre, FCA, although he goes under the caption of executive director of finance. It is through his office that the accounting policy is issued. Every ministry is furnished with a copy of the government accounting policy manual, which is supposed to be followed explicitly by those ministries. It's a minimum guideline, and I believe this is exactly what Mr. Rogers in Ottawa will be doing. I think the Treasury Board in Ottawa has been remiss in issuing these types of guidelines or in ensuring that they are being followed up.

Also, reading Mr. Macdonell's report, he was highly critical of the internal audit function in Ottawa; it is either nonexistent or, at best, is very weak in the various departments. In Ontario, since about 1970, the internal audit function has been growing within the ministries and the crown corporations. Also, here in Ontario, some of the larger crown corporations as well as some of the larger ministries have formed audit committees; so the reports that are produced by the internal audit, as well as our observations and recommendations, now are being reviewed by an audit committee within those larger ministries.

I think we are probably a few steps ahead in this field than they were at the federal level. This is what has prompted Mr. Macdonell to make his statements to the effect that government had lost control completely, because these particular functions were not being carried out by their respective officials at the Ottawa level.

Mr. T. P. Reid: I gather, Mr. Chairman, that the auditor feels that we are somewhat ahead. He did refer to audit committees in some of the larger ministries, which would indicate to me that all ministries do not have these audit committees, that all ministries do not respond to his management letter or that all committees do not respond to the issues raised in his report.

[4:00]

I wonder if the auditor has any suggestions as to how we can ensure that he gets a satisfactory response to the matters raised by the auditor in his management letter, which the public accounts committee does not see, and the matters raised in his report on an individual basis relating to individual ministries



and particular functions in those ministries. How can we, as a Legislature, ensure that the auditor does get a response, saying "Yes, we are complying," or, "We are not complying for these particular reasons," which the auditor would find sufficient to say, "All right, you are taking some action" so that the public accounts committee could be assured the auditor's recommendations and the public accounts committee's recommendations were being followed?

**Mr. Scott:** In the course of an audit, one of the first steps of the audit manager or audit supervisor is to review the prior audit memorandum or report to determine what recommendations were made by the previous audit team and then to follow those recommendations through to see whether the ministry has carried out our recommendations.

If the ministry has taken no action on our recommendations, the audit manager or supervisor will again draw it to the attention of the ministry in the memorandum. I can assure you, if it is drawn to the attention of the ministry a second time, it will appear in our report to the Legislature in the hope that we have the support of the public accounts committee; and that ministry will then be called before the public accounts committee to explain why they have taken no action on those recommendations.

**Mr. T. P. Reid:** What you are saying to us in effect is that anything that appears in your report is not on a one-shot basis but is probably a continuing problem at least on a two-year basis, if not longer.

**Mr. Scott:** I would like to correct that, Mr. Chairman. Not everything, no. If it has been on a continual basis and has been reported on twice, we will refer in our report to the Legislature to the fact that we reported this in, say, May 1975, no action has been taken and therefore we are repeating our recommendation. But if that doesn't appear in our report, then this is a single occurrence that is being reported to the Legislature.

**Mr. T. P. Reid:** I am of the opinion that, if it does occur a second or third time, the minister, the deputy minister and the person directly responsible should be called on the carpet and the person who is responsible for that should be fired. Let us look at my favourite example, the Soldiers' Aid Commission, which to my mind has cost the taxpayers of the province \$100,000, since that particular ministry did not act on our recommendation and on the recommendation of the auditor.

As members who make approximately \$20,000 and who, let us say, are paying 25 per cent income tax, which is \$5,000 a year, it costs one of us 20 years' of income tax to make up that loss in wastefulness or inefficiency.

While \$100,000 in a \$14 billion budget doesn't sound very much, if you add 10, 20, 30 or whatever of these matters together, it gets to be an awful lot of money. We are relatively well paid—underpaid, but relatively well paid—in relation to most people in Ontario. When you bring it down to the basis of what this kind of wastefulness and inefficiency costs the average taxpayer, they have a right to be angry and to be looking for their own proposition 13 of one kind or another.

However, I'd like to ask one other question because I know Mr. Makarchuk has some comments. The figures seem to indicate that no matter how sloppy, how inefficiently, how uneconomically government or any bureaucracy—whether it be General Motors or whatever—is run, fraud is not a large part of the money that is wasted. I gather the surveys indicate it is anywhere from five to 10 per cent—usually at the lower end, around maybe five per cent, maybe two or three per cent.

I would like to ask the auditor a question. With one exception that may be called fraud in this year's report which was tabled the other day in the Legislature, there in my years here hasn't been any indication of fraud in a \$14 billion budget. At the federal level there doesn't seem to be any indication of fraud in a \$41 billion budget. If I may put it bluntly, I wonder if we are as efficient as we might be in finding this kind of thing?

It seems to me, with all the grants and subsidies, the money that is available, the size of budgets, to use the words the auditor used earlier quoting the federal auditor, the system is somewhat out of control. How can anybody really know if somebody is ripping off the system? Particularly in the new computer age, I think we as members, and certainly members of the public accounts—I think I say this fairly—really have no conception of what is going on. We just don't understand how computers work and all the rest of it.

I might add parenthetically and irrelevantly I would hope that Mr. Rosen might come to us and explain his view of the system—I have spoken to him. How can we be assured that fraud, if there be such, is being uncovered? What do you do to ensure there isn't any?

**Mr. Scott:** Mr. Chairman, I don't think anybody could give you a 100 per cent guarantee there is no fraud. It is extremely difficult under the circumstances. Take the corner store that collects retail sales tax; it is very difficult to know the owner is ringing up all his sales and all his tax and remitting all the tax. If he is not ringing up the sales, he is not going to be remitting the tax. Those things are very difficult to catch, but I would think they are very minimal in comparison to the amount of money being collected under the various tax acts.

Similarly with income tax, the best you can do is test the returns, and you can only test other programs such as grants that are being paid.

We all hear rumours about how we are being ripped off with student awards and so forth. The best you can do is put in methods of tests and checks and hope you are curtailing those sorts of things to a minimum. But I don't think there is anybody who will ever give you a guarantee there is not somebody out there trying to beat the system. But we do hope that through the ministry tests and checks and through our checks and tests we are keeping this sort of thing to a bare minimum.

**Mr. T. P. Reid:** Could I ask one more, if I might? The three watchwords for the next few years will be the three Es—economy, efficiency and effectiveness. The effectiveness definition, as I understand it, is whether or not ministries have a way of measuring the results of their programs. Management by results, I suppose, is another way of putting it.

For instance, if the government gives a tax incentive to industry in the hope of creating X number of jobs to spur the economy, the ministry that does that—in the example I am using, presumably the Treasury—would have some kind of system set up to measure the effectiveness of that program. Such a system would be able to see if the loss of revenue of, say, \$500 million—in pollution control incentives or Shop Canadian, or whatever it might be—if the amount of money forgone or paid directly to industry, will result in 100,000 jobs or whatever the Treasurer might ask.

I am presuming from my experience in the Legislature that in the past the government hasn't had these kinds of tests of effectiveness. If they have the effectiveness has been very small indeed and they haven't wanted to admit it. Or perhaps they have had no programs for measuring the results of these various programs.

Under the new Audit Act, the auditor has direct responsibility for ensuring that those kinds of tests are in place. Can you tell us what steps you have taken within your responsibility to ensure those tests are in place?

**Mr. Scott:** Mr. Chairman, as Mr. Reid mentioned, it is our mandate now to ensure the ministries are measuring the effectiveness of a program. It is not my responsibility, or the responsibility of my staff, to measure those programs. But it is our responsibility to see that the ministries are measuring their programs' effectiveness, and that the measurements they are using are correct and substantive and support the programs. If they are not, we will be reporting on them.

This is what we are doing. We reported on the first one in our 1978 report on the Ontario Racing Commission. For this current fiscal year, while we are in the process of training and developing techniques in this field, we have a specialty team that will be going in. As I mentioned, they are now in the Ministry of the Environment. We will be reporting on the effectiveness of the measurement of those programs we test in the Ministry of the Environment in our 1979 report.

We will do this for a period of time until we get our staff all trained in operational auditing so this type of auditing can be performed by our audit teams. When the audit team goes in to do an audit on a ministry, they will do any analytical review of the ministry; they will test some of the transactions; and they will do an operational review on 25 per cent of the programs.

We hope to do this on a yearly basis so that in a period of four years we will cover all the programs. The methodology of doing an operational audit is in the process of being worked through, and the techniques. Ottawa is about a year and a half ahead of us in this field. Mr. Macdonell has a project going now with a very peculiar name, ASCAM. That means advanced studies and comprehensive auditing methodology. He has formed a steering committee with himself as chairman, and a representative, the auditor from PEI, the auditor from Quebec, the auditor from Alberta and myself on the steering committee.

It is hoped that within the next year we will be able to come up with the methodology in techniques to be used by all auditors across Canada in the operational audit in measuring the effectiveness of the programs.

[4:15]

**Mr. T. P. Reid:** Mr. Chairman, I am sure you and other members of the committee may be a little at sea on operational audits and ASCAM functions. We haven't gone into



audit EDP, an EDP audit. I might say I have asked the auditor, at least for the edification of the public accounts committee, if he or his staff could provide us with a lexicon of audit terms and the new abbreviations such as ASCAM, FRAME and SPICE. When I got to the SPICE section of the auditor general's report, I thought there was a little sex coming up that would make a little more interesting reading but, in fact, it is a special program et cetera.

I am going to throw one more question at the auditor, and then I will turn the floor over to my friend from Brantford who I am very glad is here and showing his interest.

In all these regards—the effectiveness, the economy or the efficiency—would the auditor be prepared to say who he feels should be responsible to ensure that these things are done? For instance, who should the public accounts committee be calling upon to ensure there is compliance with the Audit Act and with the matters raised by the auditor in his report?

**Mr. Scott:** If I may reply, Mr. Chairman, it is my own personal opinion that the deputy minister should be requested to appear along with the officials from that ministry who have charge of the particular program.

When the public accounts committee from Ontario visited Ottawa and we sat in on a federal public accounts committee, an assistant deputy minister was there with his directors of the program and his chief financial officer. At the conclusion of that meeting, the chairman of the federal public accounts committee indicated he was not satisfied with any answers and said they were to reappear and to have the deputy minister with them next time.

If I was on the other side of the fence and I was called before the public accounts committee as the head of an operating ministry, I would certainly want to be there in support of my staff. I don't think I would throw my staff to the wolves, shall I say, and let them fend for themselves. I think the deputy minister should be requested to be in attendance.

**Mr. T. P. Reid:** If Mr. Makarchuk would allow me one more question, I think I speak for the public accounts committee when I say there is a great deal of frustration arising out of the recommendations we make based on matters raised by the auditor. In fact, we don't ever know. The response we get is either no response or that this has been cleared up and it is no longer a problem; of course, the only evidence we have of that is in your next yearly report, because either it

doesn't reappear or it is not in the exhibit of recommendations and responses.

The concern I have, therefore, relates to all the work the auditor does and the time the public accounts committee puts in; I wonder how effective we are in ameliorating those wrongs that have been raised by yourself and which we have spent time investigating. Do you have any suggestions on how we can be assured that what we are doing does have some impact? If I may say so, I don't mean the myth that people do not like to appear before the public accounts committee; I find that is no longer acceptable to me, because I have the impression that they walk out, wipe their brow and say: "Well, that's done; we don't have to worry about it any more."

I guess what I am asking you is, how effective do you think you and the public accounts committee are, separately and in tandem, in improving the system, which basically is what we are really trying to do?

**Mr. Scott:** Mr. Chairman, if I may reply to Mr. Reid's question, I would say that the auditor, without the support of the public accounts committee, would achieve practically nothing. The public accounts committee, without the support of the auditor, has a very difficult task.

In the past three or four years, I would say the public accounts committee in Ontario has come a long way. We still have a long way to go, but I think it would help if some standard procedures could be developed, and if the public accounts committee could be appointed for the life of the Parliament rather than just for the session so that members would have some continuity.

**Mr. Rowe:** That is in our new orders to be adopted tomorrow.

**Mr. Scott:** Also, there should be a little more publicity and circulation of the committee's report; and when it's sent out to the ministers under the signature of the chairman of the committee, the minister should be asked to respond, and possibly within a specified time, so that the committee would have an opportunity to review those responses at a subsequent meeting early in the next session.

**Mr. T. P. Reid:** As I have indicated, Mr. Chairman, under the new standing orders, some of which at least we hope will be adopted tomorrow night, the public accounts committee will be struck for the duration of the Parliament. For the first time, I will be sending out a letter to the ministers and deputy ministers with both our final and interim reports in the next week. Our final report will be tabled on Thursday or Friday,



probably Friday, and I will be requesting that we hear from the ministers by January 25 or 26 of 1979. It's hoped that will improve the situation.

**Mr. Chairman:** Mr. Makarchuk?

**Mr. Makarchuk:** Mr. Chairman, my friend from Rainy River has covered the waterfront a few times on the subject and hasn't left very much for me. However, I would like to raise a few items that are of concern. It's something that we've discussed earlier.

Basically, what I'd like to see is more public input flowing into the auditor's operation. We, as members, constantly receive indications that somewhere the government is wasting money or misspending funds; we're not getting value for money received.

I mentioned some examples the other day. You hear stories that Hydro, on its projects, would order a tank car of paint which would arrive too early or too late for use, so they would dig a hole in the ground and dump this paint. Also, you hear things from people working in correctional institutions who have to purchase batteries for radios, and the government would be billed an excessive amount for the batteries, when the same kind of batteries actually can be bought in a local store for about 1/20th or 1/50th of the cost the government has been billed.

We also hear things about the renovations of buildings, where again I get indications that the government has been very wasteful in what it is doing.

I realize some of them may be wrong. In many cases, it is the opinion of the non-expert and, in fact, the money is well spent and we are receiving value for money. But, on the other hand, I have a feeling that somewhere out there there is a fair amount of this going on.

It's difficult for the auditor—and certainly I'd like to hear your comments on this—to deal with a multitude of little things which eventually add up to a lot of money. You see the invoices and you see the bills going out, but do you really have the staff to determine when the government receives an invoice for batteries, for example, that it really is paying a fair price for those batteries? Ordinarily, you would not regard this as a big thing. Does your man really know what the market price is for batteries, D cells or whatever, compared with the price, billed to the government? I'm using this as one example which was specifically brought to my attention.

It seems to me that these are the kinds of ideas generated in the public mind. The first one is the public's belief that the government is not being careful or cautious in spending

the taxpayers' funds. As I mentioned before, a crisis of confidence in the government's ability to manage the spending is created. At the same time, there is a general feeling that, eventually, spending becomes wasteful.

I wonder if the auditor would not consider running ads in papers is expensive. I agree that this is a departure. The staid office of the auditor could be going public so to speak. He would be telling the public that, if it thinks the government is misspending funds, let him know about it and he'll look into it.

It's a radical departure from the past operation and it would be a radical departure for the accounting bureaucracy in this country. But somehow I feel we have to involve the public in these things to: (a) discover where there is wasteful spending which we are now overlooking and, (b) to restore the public's faith when it recognizes that there is an auditor, a public accounts committee—someone—looking into spending and trying to resolve the problems there. I would like to hear your comments on that idea, Mr. Scott.

**Mr. Scott:** Mr. Chairman, if I may respond to that. Mr. Makarchuk, we do not do, or have not been doing, what you could call "comparative shopping" in that sense of the word. However, now we have a mandate to obtain value for money. In the past, our mandate was to ensure that purchase orders were properly issued and that tenders or bids were received from at least three suppliers so as to get value for money. However, there is no reason why, under our new mandate, that we can't look a little further.

As to soliciting requests from the general public: I would hesitate to advertise that mandate because I can just visualize the flood of letters I would receive and the amount of time that would be consumed. We do not discourage people; we encourage them. In the next couple of weeks, we will be taking a look at a health clinic that a concerned citizen has been writing to us about.

A week ago a concerned citizen phoned me. He had been to an optician to get a pair of glasses. The optician was quite upset because a lady just leaving was a welfare case. This was her fourth pair of glasses since September. The optician was quite concerned. The chap who called me felt the concern of the optician. The optician didn't feel like reporting it, so this concerned citizen phoned me and we checked it out. Consequently, we'll be checking on that lady who is on welfare, in conjunction with the Ministry of Community and Social Services.

So we do get these concerned citizens phoning in. We encourage them. Some will

give us their names and others are anonymous.

A year ago someone told us that a certain ministry was using up its unspent funds and getting dummy invoices from suppliers. They were also getting suppliers to ship in boxes full of gravel instead of supplies. We certainly spent a fair amount of time searching through all the records—receiving slips, suppliers delivery slips, and records. There was no foundation whatsoever to the accusation.

We do encourage it and we certainly do follow up every lead we get.

[4:30]

Mr. Makarchuk: Mr. Chairman, I'm glad the auditor feels that if he did advertise there would be a flood of letters. Perhaps it might be something the public accounts committee could look into ourselves in view of the expressed idea of acquiring a research person who could work with the public accounts committee. This might be a source.

I'm not so taken with your idea that we look at the bids from suppliers. Those of us who have served on municipal council will be familiar with the fact that on many occasions you would order salt or gravel, for example, and you get five bids and they are absolutely identical. Of course, you will say that is by chance, but you know damn well there has been collusion among the companies. Calling tenders does not say you'll get a fair price.

Mr. T. P. Reid: In other words it is your turn this month and my turn next month.

Mr. Makarchuk: Yes, that is exactly what goes on.

Mr. T. P. Reid: Dredging contracts for instance.

Mr. Makarchuk: Those are the kinds of things that concern me.

The other point—and you are moving in this direction—is the matter of immediate response. Under the new mandate you have the right to do that. But in the past it seemed to me we always closed the door after the horse has been stolen.

I notice in the new report some of the things that have been going on and are still going on and which you recommend for consideration by the public accounts committee. I feel immediate response is another area where there should be greater emphasis to try to stop what could be an expensive practice for the government: "We are not getting value for money received to stop this as soon as we can."

Another item that is always of concern to me is the matter of tax leakage. I know that is not exactly your department but you do work with the Ministry of Revenue. I am

not persuaded we are collecting all the taxes legally and lawfully due to us. I know in the report there was something over \$1 million not collected out of I forget how many billions. Actually it was a pretty good record for the revenue department. I don't question that. You are doing quite well.

What I am concerned about is that the federal revenue department has indicated there is \$300 million to \$400 million tax that is not collected every year. You find there is about \$3 billion Canadian floating outside of Canada that somehow has moved out there and nobody knows how this money got there. We have never been able to get our fingers on what the government's share should be out of this thing. Obviously this money has been earned here and moved out there. Obviously a lot of it came from Ontario.

I am not sure of the methodology you could use, but it seems to me you could hire a few more people to do an assessment on value for money received—whether the expenses listed are legitimate expenses, whether the component costs are legitimate component costs. Admittedly there are some checks and balances in this because of federal legislation, but when you talk to some of the people who are involved in the businesses, particularly people who are Canadians working for American corporations, they will tell you over and over again on a salubrious summer night over a few drinks what a great bunch of suckers we are. As an elected representative it bugs my backside to understand this is going on.

Basically, as Canadian citizens they feel the same way about it, but they are caught in this corporate situation where there is nothing they can do about it. Certainly it is the Ministry of Revenue's responsibility initially, but I feel with some inspiration from the auditor in some cases it might help them to move.

I think because you are the auditor, you have credibility in the public mind—there is God and then the auditor, or the auditor and then God, we are not sure where the status is.

Mr. T. P. Reid: Or they are one and the same person.

Mr. Makarchuk: Yes, one and the same—that is the public perception. You are a man who could do no wrong. Therefore you are in the position of, shall we say, moral suasion and persuasion, to do some of the things I think should be done. I would like to hear your comments on the tax leakage problem. What are your feelings?

Mr. Scott: Mr. Chairman, if I may respond to Mr. Makarchuk: under the tax agreement



between the federal government and the province, I am completely excluded from having any access to tax returns that are on file in Ottawa. What we plan on doing in this area of tax is to take a joint approach. We are hoping this will be done some time this spring.

One of my major concerns is the fact we are giving out in this province over \$400 million in tax credits, just on the basis of a signature on a statement with no supporting documentation. Other provinces are having similar concerns. We are hoping to head up a joint effort between the auditor general's office in Ottawa and the auditors in Alberta, Manitoba and Ontario. Unfortunately, we cannot include Quebec because they have their own separate taxation system. This is in the cards for the spring of 1979. I hope we will have more to report in our 1979 report in regard to the taxation question.

**Mr. Makarchuk:** I am glad to hear there is movement or direction in this area. Do you feel it would be necessary for you to have extra staff to recover this, or to be able to deal with this problem adequately? Do you feel you could do it right now with the staff you have?

**Mr. Scott:** Mr. Chairman, I think doing it on a joint basis with the other provinces and the federal government, I am sure the resources each province can put in together with the federal government should be sufficient to thoroughly review the entire taxation question.

**Mr. Makarchuk:** The last point I wish to raise is the matter of agencies and commissions. This was raised in the procedural affairs committee.

You have various agencies and commissions—374 or whatever it is. We really do not know how they are spending their money or whether their money is well spent. Some of them are spending a considerable amount of money, like OISE or the Addiction Research Foundation and so on. I notice you are starting to audit some of the major ones.

When we looked at the returns on Ontario Place three or four years ago we didn't know they had almost a free hand to do as they pleased, and that the ripoff going on down there was actually allowed. Nobody was supervising the accounting practices there. Is there any possibility you may have somewhere other Ontario Place type operations in Ontario? Is this a matter of concern? What do you intend to do about it?

**Mr. Scott:** Mr. Chairman, we certainly hope there is no similar situation going on such as occurred at Ontario Place. There is

nothing to my knowledge. We were the auditors of Ontario Place, but as Mr. Maxwell, the current general manager of Ontario Place explained before the public accounts committee, the type of fraud conducted by Mr. Casey at Ontario Place was a very difficult one to detect. As he stated, a normal finance and compliance type of auditor would not be expected to uncover that type of fraud. It was only the fact that he himself had had a fair amount of exposure to artists and agencies that he was able to detect it about a month or six weeks after coming on the scene.

Certainly, I don't think there is any other area where this is going on or could be going on at the present time.

**Mr. Makarchuk:** Okay, that is all that I have, Mr. Chairman.

Thank you very much, Mr. Scott.

**Mr. Vice-Chairman:** Thank you, Mr. Makarchuk. Are there other questions?

**Mr. T. P. Reid:** I just wonder if I could go back on one thing, following along with what Mr. Makarchuk was getting at.

Over the years, I have been approached by various members of various Indian bands and Indian organizations to the effect that they weren't happy with the way the grants and subsidies from the provincial or federal governments were being spent. Like most people, they don't always understand which level of government is providing the funds.

I recall writing a number of years ago to the then minister responsible for Community and Social Services saying, "What guarantee do you have that the funds being transferred to this particular Indian agency or Indian organization are in fact being spent properly?"

The response was, "There are no requirements. There is no financial accountability to the province. If you really want to know you should go and talk to the head of that Indian organization." I don't pick on them, if that's the word, or single them out particularly, but when you consider that 70 per cent or more of the budget of the province is in the nature of transfer payments, the problem really becomes horrendous. I realize under section 13 the auditor now has the power to follow that dollar grant to its final disposition.

Does the auditor have specific ideas on what financial requirements he's going to ask of these particular agencies, whether they be people receiving Wintario grants or municipalities or whatever organization it is, so they have to provide at least a minimum or financial accountability to the auditor? As I said earlier, it's impossible for the government or the minister responsible, even in this business of the grants to the Strike organization we



talked about, to know what's happening with each and every grant when \$20 million in grants is being dispensed. Have you an idea what you're going to require from these people and how you're going to implement section 13 of the Audit Act?

**Mr. Scott:** It will be our policy that in the course of our audit of a ministry we will select certain transfer payments and do an inspection audit on those. Our starting point would be to see if that transfer payment was made under an agreement with an organization or an association. If it was, what does the agreement call for? Does the agreement call for audited financial statements? If it calls for an audited financial statement, does it call for a certificate of an auditor licensed under the Public Accountancy Act or can the secretary-treasurer of the organization certify to that financial statement?

We will start with that right at the ministry to see what is required, what they are receiving, if anything, and then proceed from there to take a look at the organization.

We're not empowered to do a financial audit on that organization, but if the money has been given to that organization for a specific purpose, we will follow it through to see that the money has been spent. As an example, we reported on an organization this year which got a Wintario grant for travelling and they never travelled.

**Mr. T. P. Reid:** But they drew interest on the money.

**Mr. Scott:** Another organization got a grant of \$2 million or \$3 million and they'd only spent a very minimal amount of that money by the end of the fiscal year. Therefore, there was no need to give them the \$2 million or \$3 million in a lump sum so that they could put it in the bank or use it for temporary investment. The province might just as well have that money and be earning the interest on the money.

This is the type of approach we will be taking in the future.

[4:45]

**Mr. T. P. Reid:** Is it your opinion that the ministries involved in these transfer payments should be calling for audited statements from the municipalities or whoever is receiving funds as to what the disbursement of those funds is?

**Mr. Scott:** In reply to that, I think you have to be practical. You can't give a general statement. We certainly wouldn't want to require an audited financial statement for every \$500 or \$1,000. There is a cutoff point where, if the money is being given by

a ministry for a specific purpose, there should be accountability to that ministry in the form of an audited financial statement certified by an auditor licensed under the Public Accountancy Act.

**Mr. T. P. Reid:** When we look at the 1978-79 estimates, employee benefits, the euphemism for which would probably be "fringe benefits", comes to approximately 17 per cent of the total of the salaries and wages. In effect, employees are receiving their salaries and wages plus 17 per cent made up of OHIP, retirement, sick benefits, and so on.

Can the auditor tell us what the comparable percentage would be in private industry? Do you have any idea what the percentage of fringe benefits to salary is for somebody working for General Motors or Royal Insurance or some other industrial or commercial firm?

**Mr. Scott:** I'm sorry, I have no detail on that at all. It's my understanding when the Civil Service Commission is negotiating with the union, they have those statistics in order to compare the fringe benefits package and the salary scales so they can come up with comparable scales within the province as compared to similar positions in the private sector.

**Mr. T. P. Reid:** Then it's the Civil Service Commission that contracts or hires the people in your situation?

**Mr. Scott:** No, the civil service has nothing to do with our staff. Our staff now are hired under the Audit Act, 1977. The only thing we do is equate our positions with a comparable salary scale within the civil service.

**Mr. T. P. Reid:** That's the point I'm getting at. So you're using their figures?

**Mr. Scott:** We use their figures and each time there's an economic adjustment I must put in a request for approval. Even though the government has announced an economic adjustment of four per cent in wages to management classes in the civil service, I cannot give that increase to my staff without putting a request before the Board of Internal Economy for approval of an equivalent four per cent.

**Mr. Vice-Chairman:** Are there any further questions?

Item 1 agreed to.

Vote 601 agreed to.

**Mr. Vice-Chairman:** Before you leave, gentlemen, there is one item of business I would like to draw to your attention. There is an amount of \$5,605.69 on which the committee must vote, that being the amount of

the salary for secretary, transportation and communication, services, supplies, et cetera, for the consideration of Bill 163. Mr. Arnott has just given you a copy of that so if you would take a moment to look at it, I would then ask your indulgence in voting on it.

Agreed to.

**Mr. Rowe:** What about the balance of our Health estimates?

**Mr. Vice-Chairman:** My understanding is that the balance of the Health estimates begin at five o'clock, and we will complete at six o'clock.

**Mr. Rowe:** So in other words, we are back here at five o'clock?

**Mr. Vice-Chairman:** Yes, you get a 10-minute reprieve.

The committee recessed at 4:51 p.m. and resumed at 5 p.m.

On resumption:

#### ESTIMATES, MINISTRY OF HEALTH (concluded)

On vote 3102, institutional health services program; and vote 3103, community health services program:

**Mr. Chairman:** When we adjourned last, as the committee knows, we were on vote 3102 and Mr. Cooke had indicated he wished to speak.

**Mr. Conway:** The baby of the Legislature, the Kitchener-Waterloo Record said.

**Mr. Cooke:** I don't have the letters I received from Mr. Graham on two nursing homes in my area, but I should point out to the minister that when he talks about the quality of nursing homes in my particular area, Windsor and Essex county, I have had complaints that Mr. Graham was able to confirm in connection with just about every one of the nursing homes, with the exception of two in Essex county. While I suppose there are a number of reasonably good nursing homes in the province, we seem to be absent large numbers of good nursing homes in Windsor and Essex county.

**Hon. Mr. Timbrell:** I suppose that depends, too, on the nature of the complaints.

**Mr. Cooke:** They were all fairly serious. I wanted to follow up on a couple, and in particular the Windsor Nursing Home, of which I think you are aware, because there have been a number of complaints, and some of them raised in the House.

In the case of the Windsor Nursing Home, complaints were given to me by a resident who had been in the nursing home but, because she was so disgusted, discharged her-

self. Her husband took care of her, and really in an inadequate way, because she was a stroke victim.

She complained of two things in particular that were confirmed. One was that therapeutic diets for diabetic patients were not available; that was subsequently confirmed by Mr. Graham.

The other major complaint that upset me was the method of restraint used on the patients. When the inspector went into the home, one patient in a jerry-chair, I believe, and one in a regular wheelchair had their chairs tied to their beds, which I consider to be very inappropriate.

**Hon. Mr. Timbrell:** Let's just ask Mr. Brubacher. I suppose, on the question of the methods of restraint, it has a lot to do with the type of illness from which the individual is suffering, and whether they are wanderers or what. But let's find out.

**Mr. Brubacher:** In the case of the anchorage of the chairs, some of the residents are able to rock the chairs. In order that they don't tip them over, or rock themselves close to other people where they tend to pinch and what not, the chairs have been anchored by affixing them to some other heavier piece of furniture. That is not a standard practice, but that is one of the things that occasionally has to be done.

**Mr. Cooke:** I don't know if the minister has seen the new regulations that have been passed by cabinet for homes for the aged. There was one regulation on restraint which I thought was particularly good. The regulation states: "Except upon the order of a physician to a home, to be confirmed in writing, who has designated a device or agent approved by the minister as appropriate for the intended use, a device or agent for restraining a person shall not be applied to a resident."

I would think that that is something you should be considering.

**Hon. Mr. Timbrell:** I indicated yesterday that in the process of finalizing our recommendations on changes to the Nursing Homes Act regulations we will be sure that we do consider that. I would point out that in the main we are talking about quite a different kind of patient in a nursing home as opposed to a resident of a home for the aged in terms of the level of health.

**Mr. Cooke:** Not the types of patients you'd be using restraint on, though. If you're going to use restraint on a patient in a home for the aged, probably it would be a patient in the special care unit—

**Hon. Mr. Timbrell:** It may.



**Mr. Cooke:** —or it would be a bedridden patient in any case, and then we would be talking about the same types of patients.

**Hon. Mr. Timbrell:** As I said, we'll take a look at it and see if it has applicability, given the fact we would have many more people living in the nursing homes who are suffering from much more chronic ailments.

**Mr. Cooke:** All the regulation basically says is that a doctor has to prescribe it, and it has to be an approved form of restraint. I don't think that's something that can't be applied.

It also says that homes for the aged must develop policies for the use of restraint. I don't see anything wrong with individual nursing homes developing policies within a broader policy that your ministry would develop. I think that's something that should be done.

**Hon. Mr. Timbrell:** Do you want to comment on that?

**Mr. Brubacher:** I would like to. Although the discussion document did not indicate a proposed change in that area last year, this has come under a significant amount of discussion and we are proposing an amendment which is very similar to what you're talking about.

**Mr. Cooke:** That's the reason I brought it up; it was not commented on in last year's paper.

The other problem in the Windsor Nursing Home was that therapeutic diets were not available. I consider that to be a pretty basic thing that should be provided for in nursing homes.

**Mr. Brubacher:** This has been corrected.

**Mr. Cooke:** I know it's been corrected, but I guess my comment is maybe more directed at the minister. When something that basic is violated, why wouldn't there be prosecution of a nursing home where they weren't even providing therapeutic diets for diabetic patients?

**Hon. Mr. Timbrell:** I think our activities have to be aimed at correction of problems. If we can do that when we find them or in investigating complaints, confirm complaints and can get it corrected, that's the aim of it all: to make sure that—

**Mr. Cooke:** Where's the deterrent?

**Hon. Mr. Timbrell:** I suppose the eventual deterrent—

**Mr. Cooke:** You wouldn't be using that kind of philosophy with criminals. When it's popular, you people use law and order.

**Hon. Mr. Timbrell:** Can I answer the question?

**Mr. Cooke:** Yes. I'm just saying that you have two different standards.

**Hon. Mr. Timbrell:** No.

**Mr. Cooke:** Sure you do. You have one standard for people who violate the law on a day-to-day basis, and another standard for nursing-home owners who violate the Nursing Homes Act. You just ask them, by written instructions, to clean up or correct the infractions, and that's all there is to it.

**Hon. Mr. Timbrell:** We have the ultimate authority to seek a licence revocation.

**Mr. Cooke:** Or a fine. I'm not talking about revoking a licence.

**Hon. Mr. Timbrell:** I think our time is better spent correcting the problems. If we get cases where the total scene is such that in general terms it's just not being cleaned up at all, then, as we have this year with several of the homes, we move for a revocation. And we've been successful, or reasonably successful—there have been legal complications in one of the two. But, out of it, we're getting a new nursing home in that community and in 10 others—

**Mr. Cooke:** Or getting an upgraded one.

**Hon. Mr. Timbrell:** I beg your pardon?

**Mr. Cooke:** Are you referring to Windsor Nursing Home?

**Hon. Mr. Timbrell:** No. I'm referring to the two where we had revocations. There were a number of additional legal complications that became involved in the one in Lindsay, with mortgages, appeals and so forth. But the long and the short of it is that a new nursing home is going to be built.

**Mr. Cooke:** I think what you should be doing is looking at deterrents. The real way to deter people from breaking the law in this particular case is to hit them in the pocket-book, because they're in business to make a profit. If they're breaking regulations or sections of the Nursing Homes Act that are serious—and I would consider not giving a diabetic patient the proper diet a fairly serious infraction—I would think they deserve fines.

Let me give you another example, the Nursing Home at Country Village in Essex county. That home went to the point with a Mr. Allen—I've written to the ministry on this on several occasions, and so did Mrs. Allen. This individual was discharged from hospital and went to Country Village nursing home suffering from tuberculosis. After treatment, he was still on the medication. The nursing home ran out of medication. They



were supposed to have a three-month supply, but they ran out; and, because they didn't keep proper records, they didn't know they had run out before the three-month period had expired. That was confirmed in a letter from Mr. Graham. When you go into a nursing home, you expect at least to get your medication; in this case even that didn't happen.

[5:15]

**Hon. Mr. Timbrell:** Are you familiar with that one, Mr. Brubacher? I'm not familiar with that incident.

**Mr. Brubacher:** I am basically familiar with it, but not with all the details. That's the home in which we've done a lot of work. They've had a change in senior staff and a lot of things have improved.

**Mr. Cooke:** It's a new home. You can't use the excuse that the facilities aren't adequate.

**Mr. Brubacher:** No.

**Mr. Cooke:** In this case it was just management.

**Hon. Mr. Timbrell:** They've changed the management.

**Mr. Brubacher:** Yes. We now have Mr. Dillane down there.

**Mr. Cooke:** Don't you feel that in something this basic, where they don't even get medication that is prescribed—

**Hon. Mr. Timbrell:** I think what you're describing are serious incidents that have to be corrected. The question becomes one of do you prosecute every time you confirm an incident or do you—

**Mr. Cooke:** No, you prosecute when the infractions are serious.

**Hon. Mr. Timbrell:** —try to correct them? If they don't stay corrected and if the situation continues to deteriorate, then you look at prosecution or revocation.

When you've got individual incidents—not for a minute questioning their seriousness—I think you focus your attention on correcting them and trying to make sure that you maintain a good program.

**Mr. Cooke:** If an individual gets caught for drunk driving, do you feel that he should just be warned so that he won't do it again, or do you think he should be fined?

**Hon. Mr. Timbrell:** With respect, you're talking about two unrelated matters.

**Mr. Cooke:** It's supposed to be a deterrent. I would think enforcing the Nursing Homes Act, enforcing it through fines and, when it's an extreme case, revoking a licence,

is a deterrent. But you don't seem to be using that as a deterrent at all.

**Hon. Mr. Timbrell:** We have been, although it's true we haven't been prosecuting that much. We've been able to get good results with the normal inspection and the team inspection procedures in achieving adherence to what's been identified by the inspectors and with other cases. There have been a couple of revocations and a number of brand new homes.

**Mr. Cooke:** What's your reaction to the recommendation that was made almost two years ago by the senior citizens' council that the Nursing Homes Act should be changed from the Ministry of Health to the Ministry of Community and Social Services?

**Hon. Mr. Timbrell:** I'm not sure it was a recommendation. I think the recommendation was that one ministry should have responsibility for the two.

**Mr. Cooke:** I think they were recommending ComSoc.

**Hon. Mr. Timbrell:** No, I don't think they were specific.

**Mr. Cooke:** They would be talking about homes for the aged. I think they also mentioned that rest homes should be brought under provincial control.

**Hon. Mr. Timbrell:** I can't remember that. I don't recall that they mentioned one ministry.

**Mr. Cooke:** There are discussions going on in the policy field, I understand, according to Mrs. Birch. Are there active discussions going on and what direction are they taking?

**Hon. Mr. Timbrell:** As for ensuring that the funding policies and the charging policies, in particular, of the two ministries are synchronized, there's no discussion going on about moving homes for the aged under the Ministry of Health or moving nursing homes under the Ministry of Community and Social Services.

**Mr. Cooke:** Is there no discussion along those lines at all?

**Hon. Mr. Timbrell:** No.

**Mr. Cooke:** That's quite different from what Mrs. Birch said in her estimates.

**Hon. Mr. Timbrell:** I don't think so. I'll check.

**Mr. Cooke:** I asked her. What's your reaction to that? Do you feel they should be under one ministry?

**Hon. Mr. Timbrell:** I don't think they need to be. We've got an assistant deputy minister from our ministry and one from ComSoc—and I think this is what Mrs. Birch was probably

responding to—who are working on a paper which should be ready in the next week or so to ensure consistency between the two ministries in our policies with respect to the aged. That will come forward to the social development committee and then to cabinet. It will be agreed upon by the two ministries before it gets to the two ministers. Assuming we can achieve that level of agreement and co-ordination I don't see that we need to strip one ministry of service to put it into the other.

We're dealing with long-term illness totally in the nursing home field. The homes for the aged deal with the aged and, in some cases, long-term illness where they have an extended care unit. In the main they serve a different clientele to what we do.

**Mr. Cooke:** They're basically senior citizens. It might make some sense at some point to do the same types of thing that have happened with children's services and put them under a senior citizens division.

**Hon. Mr. Timbrell:** There are two studies coming out in the near future. The Ontario Economic Council has a study coming out very soon on the economics of aging, which is very timely, since our two ministries are working on this. The health council has a report coming out soon.

Some people have suggested that perhaps we need a ministry of aging. I don't know that you could set up such a ministry and make it all-inclusive enough to cover all the problems. What you need is effective co-ordination between the individual ministries and make sure that it sticks.

**Mr. Cooke:** Since occasionally you read articles from our local paper that are sent down here, have you had a chance to review the article on rest homes that was in the paper a few weeks ago—on, I guess, December 4?

**Hon. Mr. Timbrell:** I haven't seen it.

**Mr. Cooke:** The article concentrates on psychiatric patients who had been discharged from St. Thomas and now have to be served in the local community.

Because of the shortening of periods of time that psychiatric patients are in hospitals, most of these patients are now being served in rest homes and lodging homes. The types of service they are getting are totally inadequate, because of the lack of regulations for rest homes and the lack of treatment, out-patient services—patients go into the rest homes and then are not really served at that point. They don't get the regular psychiatric treatment they need. It's a very serious situation in Windsor. In fact we have had two

deaths in one rest home, both psychiatric patients.

**Hon. Mr. Timbrell:** Discharged psychiatric patients?

**Mr. Cooke:** Yes.

**Hon. Mr. Timbrell:** If we go back over the last 10 or 12 years, with the changes in chemotherapy and the philosophy of treatment of psychiatric ailments, more and more it has been recognized that you don't have to keep everybody in a psychiatric hospital or the psychiatric unit of a public hospital.

**Mr. Cooke:** That's assuming there are community services to service these people.

**Hon. Mr. Timbrell:** In many cases, while they are well enough not to be in a psychiatric hospital or psychiatric unit, they are not well enough to be in their own homes, for whatever reason. Maybe they don't have their own home to go back to, or their own home was disrupted by the incident or whatever—they just can't go back.

We license homes for special care and these give them basic room and board. The psychiatric out-patient programs of the public hospitals would provide the followup in those communities outside of the committees in which the provincial psychiatric hospital would be located.

I haven't seen that article. I am not aware there is a particular problem there.

**Mr. Cooke:** I will make sure you get it at some point. It was only a week or two ago. But the problem is very severe in Windsor and I think a discussion is needed on whether or not the province should be playing a more active role in regulating rest homes and lodging homes. I know to this point you have said it's a municipal responsibility and should remain with the municipality.

I understand from Community and Social Services a pilot project was to take place in the Niagara area on regulating rest homes. Do you know if that project went ahead at all?

**Mr. Backley:** I understand they would pick that area because of Doug Rapelje who is in the Niagara area and it is quite likely he would be leading that sort of tactic. But no, I am not aware of it. There have been discussions from time to time between the ministries about standards but we see rest homes as being clearly their responsibility.

There is another kind of home. Psychiatric hospitals enter into contracts with approved homes—sort of boarding home accommodation for some of our ex-patients. We do monitor the kind of people who go into those, where they are looked after and so on.



**Mr. Cooke:** But do you recognize this is a problem? Do you feel any responsibility to make sure these places are satisfactory? Most of the rest homes in Windsor, in any case—and I would think it would be similar across the province—are former nursing homes that don't meet the standards of the new act.

**Hon. Mr. Timbrell:** There are some of those.

**Mr. Cooke:** There have been a number of new ones built recently. There are a lot of mentally retarded patients in these rest homes also. Because there's a large demand now, because the large institutions are closing and patients are being sent to their home community, new ones are popping up. But to a large extent the rest homes, at least in my community, are old nursing homes that no longer meet the standard. They are very inadequate, to say the least.

**Hon. Mr. Timbrell:** It tends to be spotty. Some municipalities are enlightened to the point of actually exercising their responsibilities under the Municipal Act. Others are more lax.

Nursing home inspection, for instance, used to be a municipal function. When extended care became a provincial benefit, about the same time the ministry took over the inspection of nursing homes as well. It is a problem in some areas. I am not sure a takeover of that function by the province is the answer.

**Mr. Cooke:** The bylaws I have seen in various communities, not just Windsor, concentrate basically on the physical setting and say nothing about the treatment or about the activity programs that are necessary to stimulate psychiatric patients especially if they are to maintain progress.

**Hon. Mr. Timbrell:** They are not treatment facilities.

**Mr. Cooke:** I recognize that, but there are some patients who require it.

**Hon. Mr. Timbrell:** They were never intended to be treatment facilities.

**Mr. Cooke:** Then the hospitals that are discharging psychiatric patients into the rest homes in communities have a responsibility to make sure these patients continue to be stimulated. What's happening is we are spending millions of dollars of taxpayers' money to provide psychiatric treatment. We then discharge the patients into rest homes and they are in as bad a shape in a few months or a few weeks as they were when they went into the psychiatric hospital. Then they will go back into the psychiatric hos-

pital, so we are spending a lot of money that need not be spent.

**Hon. Mr. Timbrell:** Yes, that's right. There are people who go back into psychiatric hospitals from these homes. I wouldn't put that down to the fact they have been in rest homes. In point of fact in many cases supervised routine is part of the treatment.

**Mr. Cooke:** No, but I think you know what I mean. Being in that type of an atmosphere and being in a rest home where there is no activity, and being in one room where there might be three or four or five other patients or residents is a very depressing situation. There is no therapy involved. In many cases, the psychiatric treatment consists of going and picking up your medication every couple of weeks.

**Hon. Mr. Timbrell:** I will check this and confirm it but I doubt that anywhere in our homes for special care program would you find three or four or five people in one room.

**Mr. Cooke:** Well, it's not uncommon to have a ward room with four.

**Hon. Mr. Timbrell:** You might find it in a ward of a nursing home or a ward of a hospital. I will check that in the HSC program. I am not aware we have instances of that, are you?

**Mr. Brubacher:** In the HSC? In the nursing homes we do have four people.

**Hon. Mr. Timbrell:** In the nursing homes, yes.

**Mr. Brubacher:** Our branch is not responsible for looking into that type of accommodation.

**Mr. Cooke:** It's not just the homes for special care that are being used in Windsor. It would be primarily the rest homes and I don't think they would necessarily be homes for special care.

**Hon. Mr. Timbrell:** You see, the point is they were never intended to be treatment facilities. The fact was, in trying to ensure that people who didn't need to be in a large psychiatric institution or a large psychiatric unit went there, that they were back into the community, it was recognized soon afterwards there were people who, as I said, didn't have homes to go back to, either because they didn't exist or because the family situations were such that they couldn't. More and more psychiatric outpatient programs were developed. I think in Windsor, the psychiatric outpatient program is based at Windsor Western, the IODE unit, if I remember correctly.



There's a close liaison between our people—in this case, at St. Thomas. When a person is discharged back into the community the records are transferred so the followup is done there. We rely on those community programs and other programs such as those offered through Mental Health Ontario and its affiliates, but particularly the public hospital out-patient programs, to maintain contact and hopefully aid recuperation.

**Mr. Cooke:** That's not happening. Dr. Dhar works at Windsor Western hospital. I believe he's the administrator of the psychiatric section, but anyway, he's one of the administrators. Dhar's quoted in this newspaper article as saying: "More has to be done to stimulate all rest home residents, whether they are mentally ill, elderly or have other problems. We don't want their last days of life to go into total disarray. The goal should be for residents not only to exist, but to thrive."

What's happening is the residents go in there and they are not thriving. They are just existing, since they are former psychiatric patients to a large extent.

I have gone into many of these rest homes. In fact, I did a major project on it when I was a university student so I know what kinds of residents are in there. They are basically ex-psychiatric patients and some mentally retarded people who have been discharged from the Cedar Springs hospital. They are in there; they exist and they go out. It also says in this article, and I think it could be verified, that many of them are getting into trouble with the law. They are in and out of jails at the same time.

[5:30]

So, while the ministry may be fearful of getting involved in the rest home area and regulating them—cost might be part of the reason you don't want to get involved in it—what we are doing is spending money on treatment for psychiatric patients and gains achieved by the hospital are lost. So that means lost money, lost resources. Then the crimes committed by some of these patients must be handled through the courts and the jails and that is costing us money.

I don't really think we are saving anything by not getting involved in this whole field.

**Hon. Mr. Timbrell:** It seems to me that, first of all, we are talking about HSCs and rest homes. We are involved with HSCs and are not involved with the inspection of rest homes.

By and large, I take it that the people you are thinking of would be people who have had an absolute discharge.

**Mr. Cooke:** When I was a social worker, I dealt with a couple of psychiatric patients who were in the Metropolitan psychiatric ward and who were discharged to a rest home. There was no followup at all. They were discharged. They were supposed to come in on a weekly basis but no contact was made. So, if a patient didn't report in on a weekly basis, there was no treatment. That is exactly what happened.

Incidentally, one of the two patients subsequently went on to almost kill his child. The children's aid I worked for got crown wardship of the child after that incident. But this was a result of lack of treatment. This father attempted to give his daughter an overdose of barbituates. He was then jailed in Chatham and went on to St. Thomas where he was committed and we got crown wardship of the child.

**Mr. Chairman:** I am wondering, just to interrupt, Mr. Minister, if I may. We have one vote to go and we have less than half an hour to do it.

Is it the wish of the committee that we pass 3102 and spend a few moments on 3103? Or, do you wish to simply carry on and, if we get there, we get there; if we don't, we don't? What do you wish?

**Mr. Conway:** I realize that only 30 minutes are left. I have three or four questions of a general nature that really apply to the complete estimates. I know my colleague from Grey wished to ask a question. I believe the member for London North, as well.

**Hon. Mr. Timbrell:** I think you have touched on the point of the argument. What we have to be concerned about is the quality of the out-patient services and that the volume of the out-patient services is sufficient to cope with the discharged patients; whether or not they are coming from the psych unit of a public hospital in Windsor or whether they are coming from St. Thomas.

Assuming that you are going to have people spread throughout the community, either in their own homes or in boarding homes, rest homes if you will, or homes for special care where there might be three, four, five in a home, it is going to be impossible to develop a proper treatment program when they are spread out that thinly. But the idea of having community mental health programs, of having out-patient psychiatric programs, is that you can pool your resources in an effective manner. You can bring them in and go out

there too from time to time. That is the crux of it.

**Mr. Cooke:** I don't totally agree with that. But I think there is a need for regulation of the rest homes and lodging homes. I think that, eventually, your ministry or Community and Social Services is going to have to get involved because the municipalities are just not doing the job.

**Mr. Chairman:** Is it the wish of the committee to pass vote 3102 and spend some time on 3103 or do you just want to carry on?

**Mr. Conway:** I think we should just cover everything at this point and pass the appropriate votes at the appropriate time.

**Mr. B. Newman:** I won't be long because Mr. Cooke has covered a lot of the points about the Windsor problems. They are not in any one riding. They are in the whole community.

**Mr. Minister,** earlier in the discussion of your debates, I raised some of the issues Mr. Cooke raised, especially concerning the rest homes.

As Mr. Cooke mentioned, perhaps you are going to have to draw up regulations and qualifications for these rest homes and present it to the municipalities, just as you draw up sample bylaws in the Ministry of Consumer and Commercial Relations. For example, a sample bylaw for inspection of amusement rides.

I think you are going to have to do that in areas where municipalities have done nothing or are not meeting standards you think they should meet. At least it would give a level of service that everyone would know about. With that, I think you also should have a bill of rights, be it for a rest home or be it for a nursing home, so the individual or relatives of the individual who is going to be in there know that the patient has these rights and that they as the guardian can likewise have certain rights to see that the patient gets all of this.

**Hon. Mr. Timbrell:** Once we have the new regs approved, as part of the followup to that I would like to see us put together a pamphlet that goes to the patients, telling them what the Nursing Homes Act provides and what it doesn't.

**Mr. B. Newman:** It should go to more than just the patient. It should go to the relatives also. It is good sometimes to give it to the patient but sometimes it is not.

**Hon. Mr. Timbrell:** It will be generally available. We have prepared materials, which are in pretty wide circulation now following the amendments to the Mental Health Act.

This is material for the patients and for their families, as well as material that has gone to the doctors and the administrators.

The development of a model bylaw that might be of assistance to municipalities is an interesting suggestion, as a matter of fact, and one which hadn't occurred to me.

I must say I am a little surprised. I would have thought the Windsor council was known for having quite a social conscience. I am a little surprised they wouldn't have addressed this at their level, but that is an interesting suggestion which we will follow up.

**Mr. B. Newman:** I would really hope your officials would do it because, in reading from the article Mr. Cooke read, here is a kind of comment that really strikes one: "One home claims to have a recreation program, but what it is is a black and white TV set with no knobs." So going over to the set and trying to get a program or trying to get colour on the black and white set is the extent of the recreation program. This may be exaggerated.

I have visited rest homes because I get calls from individuals in them and I personally get involved, and in one of them I got more than deeply involved. You can go in with your eyes normal and they are watering when you leave, after you have seen the conditions under which some of these people have to live. I always try to wear their shoes. I pretend it is my mother or father who is in there and ask myself how I would feel with their being treated in this fashion. It is very heart-rending.

This is the last question I am going to ask. I mentioned the bill of rights for both nursing homes and rest homes. How often is inspection carried out in nursing homes?

**(Hon. Mr. Timbrell:** On average, they would have three routine inspections a year.

**Ms. Gigantes:** Every four months.

**Hon. Mr. Timbrell:** You might have them spaced together. Then, after every complaint we get from a resident, a relative of a resident, an MPP or whoever, we follow up with an inspection on every single complaint. Depending upon the home, there might only be three a year, but if we are getting complaints it could be 20 or 30 a year.

**Mr. B. Newman:** Do your inspectors simply look after the physical aspects of the home or do you go beyond that?

**Hon. Mr. Timbrell:** I will ask Mr. Brubacher as head of the inspection branch, to describe that process.

**Mr. B. Newman:** I found him very cooperative when I had problems.



**Hon. Mr. Timbrell:** Good, that is nice to hear.

**Mr. Brubacher:** Basically there are four kinds of people on our inspection service. The fire and fire safety group is one. Then there is the environmental health group, which looks at the facility in other than the fire safety sense, cleanliness, et cetera. There are nursing inspectors and we also have a nutritionist. We have one nutritionist who not only does educational programs for all homes, but gets in and works over the diets. This has been an area of some interest and some activity this year.

The nursing inspectors are in on an average of three times a year. They look at the nursing care, the nursing care records and the activation of the individual. There are also consultants from our ministry, one attached to each of our regional offices, who have the responsibility for working with the nursing homes to develop activation programs.

**Mr. B. Newman:** Do you get an assessment from the employees in the nursing home? Do you talk with them?

**Mr. Brubacher:** They are interviewed.

**Mr. B. Newman:** Do you leave with them a questionnaire or something that they could send to you without signing their names, so the information doesn't go back to the employer? Because if an employee sees certain faults and management knows that that nurse, say, or nurse's assistant has complained, a punishment may be imposed upon her.

**Mr. Brubacher:** No questionnaire is given to staff.

**Mr. B. Newman:** So you get it also from staff?

**Mr. Brubacher:** Yes, either directly or they go through their union, if they're unionized.

**Mr. B. Newman:** Do you get it directly from staff in the home or do you get it indirectly by meeting staff somewhere else? Because, when staff is called in, I'm afraid, the operator of the nursing home is always holding a big stick over their heads. If I'm in the home—and I've visited a number of them—I always try to talk with both the residents and the staff. I meet them more or less informally. If there is a problem, then a more formal arrangement will be made to meet with staff and discuss a problem or the care of an individual or several individuals. Do you talk with patients, too?

**Mr. Brubacher:** Yes, and their relatives.

**Mr. B. Newman:** Is it a standard policy to discuss miscellaneous things with patients as you visit homes?

**Mr. Brubacher:** Yes.

**Mr. B. Newman:** I hope that the other inspectors are doing exactly the same thing.

**Mr. Brubacher:** Yes, we get in and part of the contact is a visiting type of contact.

**Mr. Cooke:** You must be the exception to the rule. At the Tecumseh Nursing Home, the management was firing employees before they completed their 60 days and, therefore, before they got their seniority. It took me three bloody letters to get Mrs. Watt and the people in the ministry to talk to the union about the matter. So, talking to the employees doesn't occur on a regular basis. Each time the ministry people went out they'd go and talk to the management; the management would give a reason for firing these people. There was no discussion with the union or with the individual employees and certainly not with the employees who were fired.

So I'm glad to hear you do this type of thing. But it sure as heck doesn't happen very often at the other offices.

**Mr. B. Newman:** Do you also call in relatives?

**Mr. Brubacher:** We haven't called them in but when I go out to visit, I try to visit at times when relatives are there. I try to meet with them in a way that they can feel free to talk to me and I know that our nursing staff does that as well. We're in the homes in hours other than those from eight to five.

**Mr. B. Newman:** I'm pleased to hear you say that because, quite often, we get a different story. We'd like both stories, your story and the other party's story, to be exactly the same.

**Mr. Brubacher:** There have been times, too, when we've gone out just to meet the relatives.

**Mr. B. Newman:** That's all I wanted to ask, Mr. Chairman. Thank you.

**Mr. Chairman:** Thank you, Mr. Newman. Mr. McKessock?

**Mr. McKessock:** Thank you, Mr. Chairman. What I am concerned about is trying to get doctors into rural areas.

**Mr. Chairman:** The under-served areas, flying them in, Mr. McKessock? That would come under 3103, but we're taking them together.

**Mr. McKessock:** I'll mention a specific case and that is the village of Clifford in Wellington county.

**Mr. Conway:** Just outside Lakeland.

**Mr. McKessock:** It's surrounded by Minto township.



Clifford built a new medical centre in 1973. I might just read you part of a letter that I received from Mr. Koeslag, who is a council member for Minto township and who was on the committee to try and obtain a doctor for that area. It says: "We were declared an underserved area . . ." That was when the medical centre was built but, now, they are no longer in an underserved area. This designation has been removed regarding our area and I just think we should be covered again because of the problems they are having.

The letter says: "We were declared an underserved area. Therefore, we had no problem securing a doctor. The first doctor stayed for one year and then Dr. Ellingham stayed for four years. During those four years, Dr. Ellingham had built up a practice too large for one man to handle."

I understand this is one of the reasons why he left. He had too big a practice.

"Also, the government of Ontario has discontinued supporting doctors in southern Ontario with a guaranteed income. Presently, the village of Clifford and the surrounding area has been without a doctor since April and, while the medical board has tried advertising and contacting the department of Health under Dr. W. J. Copeman, we have been unsuccessful in obtaining a doctor."

This letter came to me one month ago today, but I had also been in touch with them over the last several months.

[5:45]

**Hon. Mr. Timbrell:** Maybe Dr. Copeman, who is with us, could comment on that situation.

**Dr. Copeman:** It's true that Clifford did a very good job of building a nice medical facility. Two doctors did go there. Tepper went there for a year on our program and Dr. Frank Ellingham did leave the ministry here and go to Clifford where he was for almost four years. Subsequent to that there was a doctor there for a very short period of time who did not go through our office.

It is true that financial support is no longer available to doctors who go into underserved areas in southern Ontario. However, if a community in southern Ontario which has been on our list loses its physician, we list the community; then any physicians who indicate any interest in that community when we're talking to them will be referred to the appropriate people in the community to talk about the practice that might exist there.

**Mr. McKessock:** Their medical centre is large enough for a doctor and a dentist or two doctors.

**Hon. Mr. Timbrell:** Where have they advertised, as a matter of interest?

**Mr. McKessock:** I gave them the names of several medical journals and they have advertised in them and they have been in touch with Dr. Copeman.

**Hon. Mr. Timbrell:** Have you given them a list?

**Dr. Copeman:** I think so. I think we've given them the list. The three best journals in which to advertise are the Canadian Medical Association Journal, which goes to most of the doctors in Canada—it has a distribution of approximately 36,000; the Ontario Medical Review, which has a distribution of about half that; or the Canadian Family Physician. Our experience is that if the community will run a classified ad continuously—the best one has been the CMAJ—it is usually successful in getting help.

This community is only 75 or 85 miles northwest of Toronto. With its southern locale and proximity to Toronto, we would expect it could attract somebody.

**Mr. McKessock:** It should be able to because it serves quite an area. Newstead is another village where some of the residents came to me about a doctor. They have no doctor either. At least one in Clifford could service that area as well.

**Hon. Mr. Timbrell:** Have they gone together to advertise? Has that been emphasized in the advertisements, that there is that large a potential clientele?

**Mr. McKessock:** I'm not sure whether they strictly said Newstead, but I know they have pointed out that it does cover a large area of Minto township.

**Hon. Mr. Timbrell:** You mentioned there is no problem getting doctors under the underserved areas program. We are taking steps this year, because the number of vacancies in the underserved areas program has been on the rise, to try to counter that, in northern Ontario particularly. I remember that in the spring Leo Bernier and I announced the reinstatement of the bursary program, which had been dropped—when, about four years ago I guess?

**Dr. Copeman:** The bursary program was dropped in 1974.

**Hon. Mr. Timbrell:** That was to attract some more of our new graduates to the north. We do have some problems filling some vacancies.

**Mr. McKessock:** Just as a suggestion from Mr. Koeslag—It was mentioned about doctors leaving for the United States. If they have been helped through the underserved areas

program, he suggested that they should have to pay this money back, or a portion of it, if they do leave. That might be a good suggestion.

**Hon. Mr. Timbrell:** That's a bit of a mug's argument or a mug's game or whatever. When you look at the number of physicians we have in this province who have come from other provinces, other countries—and there are a couple who are members of the Legislature—and whose home provinces or home countries have in effect paid for their training, we have benefited at least as much as you might want to argue we have lost. Surely any professional has the right to move around, whether he's a lawyer, an engineer, a teacher, an agrologist, whoever.

**Mr. McKessock:** But if you are helping him, does he not have an obligation to stay with you for some time?

**Hon. Mr. Timbrell:** In the bursary program he does and there is a recovery procedure there. In the underserviced area program it's an annual guarantee. Once the year is up, the year is up and he might collect his guarantee or he might not.

**Mr. McKessock:** I understand it's awfully hard to get into medical schools. If we can't get doctors in our rural areas, do we need an increase in enrolment in these schools?

**Hon. Mr. Timbrell:** No, that's the last thing we need.

**Mr. McKessock:** Where are the doctors who haven't got jobs then? We need a few of them.

**Mr. Backley:** There's no such thing.

**Hon. Mr. Timbrell:** No, there's no such thing as a doctor without a job.

**Mr. McKessock:** We need more enrolment then.

**Hon. Mr. Timbrell:** Every province is in the same position. As a matter of fact, this was a subject that came up at the last federal-provincial conference of Health ministers. Virtually every province finds itself in the same position, at least in planning terms. The ideal, in our case, is one doctor for every 585 people. We're now at one to 570. We have actually exceeded our goal, but it's a problem of distribution. Even the American secretary of health has the same problem.

**Mr. McKessock:** Do you have any suggestions as to how Clifford can get a doctor, other than what we've said?

**Hon. Mr. Timbrell:** If you've got a relatively new clinical building and from what you tell me, a virtually guaranteed full practice, I think it is a matter of persisting with the

advertising. You might contact the local medical society to assist or the Ontario Medical Association itself, because it does get a lot of inquiries from people who want to make a move in the province or who want to come into the province from another province in Canada. That association could possibly be of assistance as well.

**Mr. Conway:** Supplementary to that, if I might, Mr. Chairman: Can the minister or Dr. Copeman indicate what the vacancy figures are in the underserviced areas program?

**Hon. Mr. Timbrell:** There are 48 vacancies for doctors and 18 for dentists.

**Mr. Conway:** How does that compare, for example, with this time last year? Just take this as notice if you'd like.

**Hon. Mr. Timbrell:** It's up.

**Mr. Conway:** Is it up considerably by your standards?

**Hon. Mr. Timbrell:** I think Dr. Copeman has the list of initiatives.

**Mr. Backley:** It was down to nine vacancies at one time.

**Mr. Conway:** It was my last recollection that it was down to what I thought was a surprisingly low number. It's now obviously moved back to a high level. What would you offer as reasons?

**Hon. Mr. Timbrell:** This is a series of initiatives in which Dr. Copeman is involved. This will give you a pretty good idea of what is involved with his job. I want to say that this man, with two secretaries, runs the whole shooting match.

**Mr. Conway:** He should move to the main office. I think that's where the money is.

**Hon. Mr. Timbrell:** He is in the main office.

**Mr. Conway:** We only have seven minutes left.

**Hon. Mr. Timbrell:** Let me read you the initiatives that have been undertaken because it is a serious concern of ours right now.

First of all, advertising of the program has been increased in the professional medical publications. Secondly, the list of areas designated as underserviced is being revised to give more precise information about each practice opportunity. This is going to be sent monthly to all university teaching hospitals for placement on all intern notice boards. We are in touch with the College of Physicians and Surgeons of Ontario to reinstate the underserviced areas licence. This is something we have asked them to consider. I met with the college today as a matter of fact. I had to miss question period.



Discussions have been held with McMaster regarding additional help from its family practice residency program and increased use of nurse practitioners in certain locations. The undergraduate medical bursaries funded by the Ministry of Health have been re-established and 50 bursaries have just been awarded. There will be 50 bursaries per year for five years.

We are proposing to increase the contracts for physicians on the program from \$33,000 to \$38,000. Health science centres will be further encouraged to develop training practices in northern Ontario. All of them are pretty involved now; we want them to be more involved in northern Ontario. The health science centres are going to be encouraged to provide clinical teaching in university situations for northern family practitioners.

Someone mentioned the problem yesterday that it's regular peer contact and continuing education that concerns physicians in some areas. As an example, the provision of services in Armstrong by members of the College of Family Physicians on a rotating basis is the first such program in the world. It is now four years old and has been extremely successful.

We are proposing to attempt to duplicate this type of delivery in one or more areas. In this connection, the College of Family Physicians is sending representatives to Pickle Lake in January. The OMA has been asked to consider the provision of services in one area by this means and we are approaching the Association of Medical Clinics to see if any of the large clinics in Ontario will undertake the provision of such services in some other areas.

A direct mailing is going to go to all medical residents and interns in the province early in the new year giving complete details of our programs.

The further use of nurse practitioners is being considered for expansion. We are considering providing a travel allowance to a maximum of \$300 to assist a doctor interested in our program to visit an area designated as underserved so he can actually go up there, take a look at it and get a feel for it.

Funds are going to be provided to advertise for long- and short-term locums for emergency situations in the north, where people do have to get out for one reason or another, for continuing education or for personal reasons. The use of electronic media for consultations in some selected areas is going to be further investigated. Dr. Copeman is going to visit all family practice training units in the province and seek active support for our program. And the list goes on.

This gentleman is responsible for a program that has a very broad appeal and involvement.

**Mr. Conway:** I accept all of that, Mr. Minister. Like a good prize-fighter, you are edging close to the end of the round and I don't want to let the bell ring without asking that final question again.

**Hon. Mr. Timbrell:** I forgot to mention we are looking at the provision of incentives for certain specialists to practise in parts of northern Ontario. Making sure you have the range of specialists in the north is an additional aspect of the problem.

**Mr. Conway:** Dr. Copeman, when it seems clear that we have an increasing number of physicians, why are these positions in northern Ontario not being filled? Is there any pattern to make you believe certain deficiencies are occurring? Why aren't physicians more likely to take advantage of these opportunities?

**Dr. Copeman:** The lack of doctors going to northern communities is not just a national problem. Every country in the world has this problem. It is interesting that we had an inquiry recently from Austria about the same problem. Doctors tend to gravitate to large centres where there are lots of facilities. One of the things which is very disappointing when you are talking to Canadian graduates is their lack of knowledge about the north. They have no concept of it.

Twenty-five or 30 years ago when I first went north, it was pretty rough and it was the end of line, so to speak. But today we have nice roads, good communications, good transportation, good TV reception. And the big thing that mother wants to know, what kind of schools do we have? With one or two exceptions, schools are excellent. Children go to school up north and come down and compete very well in Toronto or wherever you want to send them.

**Mr. Cooke:** Nice roads? You better tell the people in the Sault that.

**Mr. McKessock:** It appears that some doctors can get by on 250 or 300 patients. In other areas, there are 800. Even though you say there must be 500 per doctor, it is obvious that some are getting by with a lot less.

**Hon. Mr. Timbrell:** Our ideal in terms of planning is that there should be one doctor for every 585 population. We are actually at about one to 570.

**Mr. McKessock:** So there does appear to be something wrong with the payment.

**Hon. Mr. Timbrell:** The problem is one of distribution.



**Mr. McKessock:** I have one other question I would like to bring up.

**Hon. Mr. Timbrell:** I'm sorry, I think Dr. Copeman wants to comment.

**Dr. Copeman:** About the distribution in northern Ontario, the statistics the minister is giving are correct. The problem is getting them to go up north. There are about 800,000 permanent residents in northern Ontario. Give or take one or two, there are 749 physicians in northern Ontario of whom about 249 are specialists.

**Mr. McKessock:** Thank you, Dr. Copeman. Since the name of Mr. Brubacher has come up here and it rang a bell with me, there is another question I want to ask. This is about the New Horizons Nursing Home at Fever-sham, run by Doug Dakin, the administrator there. I know he has been in touch with the ministry because the ministry has said the facilities weren't what they should be.

[6:00]

**Mr. Brubacher:** Which home was that?

**Mr. McKessock:** New Horizons at Fever-sham. Mr. Dakin now is operating and has improved the facility considerably. But there is a question as to whether he is going to be able to continue to operate. He would gladly build a new building, but he can't do it and survive under the existing nursing home rates.

My understanding is that the children he has in this nursing home really should be covered by the Ministry of Community and Social Services. There are some negotiations going on now, I understand, to find out whether this could happen. If it does, he would be quite pleased to build a new building and take care of these kids in the proper environment.

**Mr. Cooke:** What are kids doing in it?

**Mr. McKessock:** They are handicapped children.

**Mr. Brubacher:** This particular operator does have a group of the HSC type of residents. He has a very small volume of residents; so his problem in building a new facility is compounded by the size of the clientele he serves.

The report you are talking about making some recommendations about the Ministry of Community and Social Services, I believe is the report of a working party in that area, and is not part of our ministry or our staff. I just got a copy of it the other day. They have made some kind of a recommendation, I believe, to look at some resources from ComSoc.

**Mr. McKessock:** As you are aware, he has spent a considerable amount of money in improving the facility since it was inspected. Are you going to allow him to carry on the way he is?

**Mr. Brubacher:** The operator tells us it is uneconomical for him to continue at this level, and he still has to make some more improvements to that building to comply totally with our act.

**Mr. McKessock:** So you are saying he has to make some more improvements before you will allow him to carry on. The improvements must be of a very expensive nature if he says it is uneconomical to carry on.

**Hon. Mr. Timbrell:** Wasn't that the one that was team-inspected?

**Mr. Brubacher:** Yes, it was.

**Mr. McKessock:** We don't want this facility to move out of the area. What specifically is going to happen here?

**Mr. Brubacher:** One of the proposals of that particular licensee is that they could move these residents, if we allowed it, to a facility in Midland, where there is room and where, if my memory serves me correctly, there are already seven residents who require the same kind of programming. He felt that a more effective program could be operated by bringing these two groups together.

**Mr. McKessock:** But this would make the establishment there rather large for these children. Is it not better to keep them in a smaller environment than to have a large facility?

**Mr. Brubacher:** You are saying large. We are not talking about a facility with 50 or 100 beds. We are talking about a facility in Fever-sham with something under 30 beds, as I remember. There are only 23 beds in Midland now, I believe, and not all of those who are there are requiring this kind of program. I think there are some benefits to be achieved by bringing the group together and providing a wider range of specialized programs, which may be only possible in that kind of a way.

**Mr. McKessock:** But do you agree these children should be taken care of under the Ministry of Community and Social Services program?

**Mr. Brubacher:** I don't know all the ins and outs of that kind of specialty. I can't answer that.

**Mr. Van Horne:** Mr. Minister, on Saturday last the local members from London and Middlesex were invited to the Westminster campus for the relocation of Victoria Hospital, and I would have to commend not only your staff, but also the people of London, for

what I see to be probably the biggest single hospital venture that this provincial government will be involved in for the next five or 10 years, and perhaps even longer.

The one thing that came out of our information session on Saturday was that there appears to be a need for someone here in Toronto as the main liaison person. It came through, in sort of indirect comments, that on occasion there have been changes in engineers or consultants, or in someone at this end of the line, and time was lost by having to go over the whole thing again with someone new. I'm not sure that's an unfair comment, but it certainly was the impression that came through to me.

Rather than have you attempt to answer that now, let me simply leave that with you and perhaps ask that your staff take it under advisement. I realize the problems, because you are looking down the line with the people in London. Again, I can't help but commend Mr. Thorfinnson, Ron Caldwell, Orlandos Zamproga and others who are working tremendously in trying to plan this 10, 15 and 50 years down the line.

**Hon. Mr. Timbrell:** That project, I agree, is going extremely well.

**Mr. Van Horne:** I think it's an excellent example of co-operation and maybe a very happy note to end on, but there was that one little question mark at the end of the session we had last Saturday.

**Hon. Mr. Timbrell:** Maybe Mr. Maynard could comment on that, because we do designate consultants in the planning area to work with them.

**Mr. Maynard:** There are specific planning people working with the program but at various phases, as it develops, there is closer consideration by more of the experts in the planning branch; so at various times you'll find other experts, like engineers, coming in and looking at the plan.

In the Westminster-Victoria development there was a point where a careful look had to be taken at the whole thing, and that happened just recently. The same people generally, other than some changes at the top level of the branch, are still looking at the plans and so on.

**Mr. Van Horne:** Connected with that, there was some other uncertainty about the relocation of the CPRI; I'm not sure where that is in the plan or whether that's been on the board.

**Mr. Backley:** That's the Ministry of Community and Social Services.

**Mr. Van Horne:** I realize that but, of course, it would move into your domain if they wanted to relocate on that campus.

**Mr. Backley:** Are they now regenerating the suggestion that CPRI and the Children's Hospital should get together on the Westminster site?

**Mr. Van Horne:** That's what I'm not sure of, and I would ask—

**Mr. Backley:** That was certainly a current idea back in 1971, but it's the first time I've heard of it lately.

**Mr. Van Horne:** Okay. Again, if you could take that under advisement, I'd appreciate it.

Votes 3102 and 3103 agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Health. I want to thank the minister and his staff for their assistance.

I also want to thank the members of the committee for their co-operation throughout; this concludes the work of the committee for this session.

I want to thank Mr. Doug Arnott, the clerk of the committee, for his great support and help throughout.

The committee adjourned at 6:09 p.m.

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